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ABSTRACT

This study describes primary education in the Philippines. Focusing on the primary education system, Chapter One discusses the development of primary education, educational legislation, organization of the school system, administration and supervision, teaching staff, curriculum, textbooks and instructional materials, mass media and educational technology, financing primary education, school buildings, and the role of local communities in primary education. Chapter Two describes progress toward the universalization of primary education. Discussion focuses on primary education in the last decade, school administration, geographical distribution of primary education facilities, retention of primary students, teacher supply and demand, school supervision, primary education for special populations, and non-formal education. Concerning national policy and plans for universal primary education, Chapter Three focuses on plans to upgrade primary education, providing education to disadvantaged groups, reducing waste, improving the supply of teachers, upgrading instructional materials, providing adequate school facilities, institutional mechanisms to support universalization, staff development, target dates for universalization, and language policy. Chapter Four identifies problems and prospects for the universalization of primary education in the Philippines. (RH)

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Towards Universalization of Primary Education in Asia and the Pacific

Country Studies

PHILIPPINES

PS 016078

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Preface

Universalization of primary education (UPE) is one of the major priority goals of countries in the region of Asia and the Pacific. The developing countries in particular, are now vigorously engaged in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available as soon as possible for all children and young people.

In 1983, as part of a major project under the Asian Programme of Educational Innovation for Development (APEID) on the Universalization of Education, 12 countries in the region undertook national studies. The national studies were conducted to analyse the stage reached by the countries in UPE, and the problems encountered by them in providing educational opportunities to all children at the primary level; to review significant new and current developments in programmes and projects which the countries have undertaken in order to expand and improve primary education; and to contribute to achieving the target of primary education for all children. The studies were conducted by national institutes and professional groups under the guidance of high level committees of the Ministries of Education in the respective countries.

On completion of the national studies, a Regional Review Meeting was held in November 1983 which undertook an in-depth analysis of the methodologies of the national studies and examined their findings. The meeting also made suggestions for improving and updating the national studies tabled for review.

Following the recommendations of the review meeting, study teams in the participating countries have revised and updated the national studies. The present publication is an outcome of the collaborative and co-operative efforts of the member countries in understanding the progress made in the universalization of primary education, the nature and extent of problems and issues and their implications for achieving UPE in the region before the end of this century.

This series which provides a comparative view of the position of and progress made in UPE has been published with the view that the countries in the region, in their bid to step up measures for UPE, will find the information, experiences and conclusions useful in pursuing the goal of 'education for all' with a new vigor by drawing on the experiences of other countries with the same goals and objectives.

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Chapter One

THE PRIMARY EDUCATION SYSTEM IN THE PHILIPPINES

The development of primary education

The present educational system in the Philippines evolved through a long process. Notable changes took place during the colonial period and continued long after the country gained independence.

Pre-colonial period. The early Filipinos had no organized system of education but they could read and write. Their language has been identified with the Indonesian family of tongues, although a number of dialects were spoken. Their alphabet came from the ancient Malayans and was later influenced by Sanskrit. A great majority of the pre-Spanish Filipinos acquired their knowledge of reading and writing through songs and poems, and much of this oral literature has been preserved.

Laws were handed down from generation to generation through family records and written records issued by the *datus*, or chiefs. The traditions and customs of these early communities were transmitted orally from parents to children. Ways of earning a living were taught in the home by fathers to their sons and mothers to their daughters.

Colonial period. Education in the Philippines during this period, which lasted for more than four hundred years, was an instrument of colonial policy. Each sovereign power designed a school system to propagate its own ideals: Spain hoped to spread the teaching of Christianity; America, believed to train the people for democracy; and Japan, to draw the Filipinos into a Greater East Asia Co-Prosperity Sphere.

The Spanish regime (1500s - 1898). During the period of Spanish rule Agustinian, Franciscan, Jesuit, Dominican and Recollect missionaries arrived in the Philippines in succession and organized parochial schools. The method of learning in these schools was largely memorization. The curriculum consisted of reading by the

syllable method, sacred songs and music, and a little arithmetic and writing. Spanish was taught to the most promising pupils.

A landmark in the educational history of this time was the Educational Decree of 1863, which established a uniform course of study for primary schools, made provision for the training of teachers and placed all schools under government supervision and control. The Reform Act of the same period provided for a complete system of elementary, secondary, and college-level education, and for the opening of primary schools in all towns in the country. The University of Santo Tomas, girls' and boys' colleges, conciliar seminaries, private secondary schools and vocational and nautical schools were established at this time. Normal schools were opened to train teachers for elementary schools.

The subjects offered at the elementary level were reading, writing, arithmetic, geography, history and Christian doctrine, Spanish, vocal music, agriculture for boys and needlework for girls. Attendance was compulsory for children aged from seven to twelve. No school fees were charged and pupils were provided with textbooks and other school materials. The language of instruction at all levels was Spanish.

Supervision and control of the entire school system was handled by the Junta de Gobierno and the Junta Administradora del Material de Escuelas. The Superior Governor of the Islands and the Superior Commission of Primary Instruction exercised full control over the inspection of primary schools. In every municipality, primary schools were under the supervision of the parish priest. The schools were also supervised on the provincial level by the governor with the assistance of the diocesan prelate and the administrator of revenues.

American rule (1898-1934). The first American public schools in the Philippines were established by the American Army occupying Manila in the early twentieth century. American teachers not only taught but also helped train Filipinos to teach the growing student population. These students were later assigned as teachers of the lower classes.

More and more schools were established in Manila and in the provinces. In 1900 Captain Albert Todd became Superintendent of Schools for the Philippine Islands, and recommended the

establishment of a comprehensive modern educational system and the use of English as the language of instruction. Captain Todd's successor was Dr. Fred Atkinson, who set up a system of free public education. The regulation of the private schools remained the jurisdiction of the religious orders.

Schools organized during the military regime lacked equipment, textbooks, and instructional materials and facilities. Instruction was poor due to lack of trained teachers. When a civil government was established on 4 July 1901, a Department of Education was one of the executive departments. The development of the educational system in the Philippines under the Civil Government may be divided into four periods.

a) The first expansion period (1901-1910). The demand for trained teachers was met through the establishment of the Philippine Normal School in 1901. It was also during this year that the School of Arts and Trade was established. In 1902 the Bureau of Education was established. Because of a tremendous increase in enrolment every school year, private schools were opened to accommodate pupils who could not be admitted in public schools. The Office of the Superintendent of Private Schools under the Department of Public Instruction was created in 1910. It supervised private schools all over the Philippines.

In 1908 the establishment of the University of the Philippines completed the public school system of the country. It was also during this period that the foundation of the present curriculum was laid, and the Gabaldon Act allocated one million pesos from the national budget for the construction of schools.

b) The adjustment period (1911-1918). This period was marked by improvements in the teaching force and physical facilities. Vocational instruction was systematized and teaching, trade, business, farming, domestic science and agriculture were added to general education in the curriculum. Work education was included in the intermediate curriculum and physical education was emphasized through athletic programmes.

More private schools were established during this time and a law was passed in 1917 to make government inspection and supervision of private schools obligatory. This law empowered the Secretary of Private Instruction to revoke official recognition of substandard institutions.

c) The second expansion period (1919-1922). At this time, almost all applicants for teaching positions were employed by the Bureau of Education. There was a tremendous growth in the number of private schools. The Far Eastern University was established. Act No. 2957 created the Board of Textbooks to oversee selection of textbooks for the public schools.

d) The adaptation period (1924-1936). This period was marked by efforts to evaluate the performance of private and public schools. The Monroe Survey of 1925 attempted to evaluate the almost 25-year-old educational system. Headed by Paul Monroe, the survey team looked into the administration and curriculum of elementary, secondary, tertiary, vocational and church-run and non-denominational private schools, and the education of the cultural minorities. As a result of the findings, many classes in the public schools were closed. Efforts were made to improve the quality of the teaching force and the methods of instruction used in schools. The Quezon Educational Survey in 1935 also studied the strengths and weaknesses of the Philippine educational system.

The Commonwealth period (1936-1942). Significant developments contributed to the progress of the educational system during the Commonwealth period. Educational plans and policies were reoriented to carry out the mandate of the Constitution for the revision of the elementary and secondary school curricula. Emphasis was given to character education and citizenship training, and vocational subjects were introduced in the general secondary curriculum.

The results of the Joint Educational Survey conducted in 1939 indicated serious problems of accomodation. The survey data were used as the basis for the enactment of the Education Act of 1940. This act provided for the complete revision of the public elementary school system. It abolished grade VII and reduced the elementary programme to only six years. Exclusive private schools, however, retained primary grade VII. To address the problem of inadequate staffing and facilities, the double-single-session was introduced to allow one teacher to handle two classes, one in the morning and another in the afternoon. To a certain extent these measures helped to solve the school crisis up to 1941, but the quality of educational outcomes was adversely affected.

The Japanese occupation (1942-1945). Immediately after the Japanese Army occupied the country in 1942, the Japanese High

Command took steps to revise the educational system. New elementary schools and other educational institutions were opened. The new curricula of the elementary and secondary schools included Japanese, social science, industrial arts, household arts, elementary science and preparatory military training. The national language, Tagalog, which had been made part of the curriculum in 1941, continued to be taught in all schools, colleges and universities. Japanese culture was also introduced to school children.

During these three years many parents refused to send their children to school because of the uncertainty of the times. After the end of the Second World War in 1945, thousands of out-of-school children had to be accommodated in the schools and the system had to be rehabilitated and expanded.

Post-Independence. There was a continuous increase in the number of schools in the country after Independence in 1946. The government, or public, schools included those under the Bureau of Public Schools, those under the Bureau of Vocational Education, and the chartered colleges and universities. The non-government or private schools were either sectarian or non-secretarian and were supervised by the Bureau of Private Schools. They were registered as stock, non-stock or foundation corporations. In 1966 a school building programme for public elementary schools was started.

A number of educational surveys were made to improve the school system in accordance with the demands of an expanding and changing society. Among these were the Swanson Survey in 1960 and the Presidential Commission to Survey Philippine Education in 1970.

The establishment of the New Society in 1972 brought about radical changes in the country's educational system. Education was seen as a powerful tool for social stability and progress. The Educational Development Decree of 1972, emphasized the role of education in national development and as a result of this legislation a 10-year national education development programme was formulated.

In 1975 a Survey of Outcomes of Elementary Education (SOUTELE) was conducted. It led to a number of educational reforms, including the upgrading of salaries for teachers and other school officials; the improvement of depressed, disadvantaged and

underserved schools; a "return to the basics", and massive retraining of teachers.

In the 1980s the Government of the Philippines is committed to a massive educational reorientation. Attempts are being made to equalize educational opportunity in the 13 regions of the country, to increase primary enrolment and retention and improve the overall efficiency of the primary education system.

In 1981 the Programme for Decentralized Educational Development (PRODED) was launched to upgrade primary education and redress regional disparities in education. Assisted by the World Bank, PRODED is a four-year programme to increase pupil participation and retention rates and improve achievement. It has five components: civil works, staff development, physical facilities development, curriculum development and technical assistance.

PRODED is part of the country's 10-year Programme for Comprehensive Elementary Education (PROCEED) initiated in 1979. PROCEED will continue the activities of PRODED when the latter is phased out in 1985. PROCEED adds to the PRODED components a school-based health programme, pre-school education and a financing scheme for elementary education.

Educational legislation

The legal basis and mainspring of educational programmes and activities in the Philippines derive from fiats, laws and documents of both national and international origin. Pertinent portions of these statutes are cited in this section.

Universal Declaration of Human Rights. Worldwide concern for the educational condition of the most vulnerable population groups is shown in the United Nations' Universal Declaration of Human Rights. Articles 26 and 27 guarantee the right of every individual to education and to free participation in cultural, artistic and scientific life.

Universal Declaration of the Rights of the Child. The United Nations Declaration of the Rights of the Child states the following principles:

"The child shall enjoy special protection and shall be given opportunities and facilities, by law and by other means, to enable

him to develop physically, mentally, morally, spiritually and socially in a healthy and normal manner and in a condition of freedom and dignity. In the enactment of laws for this purpose, the best interest of the child shall be the paramount consideration.

The child is entitled to receive education, which shall be free and compulsory at least in the elementary stages. He shall be given an education which will promote his general culture, and enable him on a basis of equal opportunities to develop his abilities, his individual judgment, and his sense of moral and social responsibility to become a useful member of society".

The Philippine Constitution of 1973. The Declaration of Principles and State Policies of the Philippine Constitution includes the following provisions:

The State shall strengthen the family as a basic social institution. The natural right and duty of parents in the rearing of the youth for civic efficiency and the development of moral character shall receive the aid and support of the government.

The State recognizes the vital role of youth in nation-building and shall promote their physical, intellectual and social well-being.

The State shall establish, maintain, and ensure adequate social services in the fields of education, health, housing, employment, welfare and social security to guarantee the enjoyment by the people of a decent standard of living.

All educational institutions shall aim to inculcate love of country, teach the duties of citizenship and develop moral character, personal discipline and scientific, technological, and vocational efficiency.

The State is directed to:

Maintain a system of free public elementary education and, in areas where finances permit, establish and maintain a system of free public education at least up to the seconday level.

Educational Development Decree of 1972. This document calls for improvements in the educational system to achieve and maintain an accelerating rate of economic development and social progress, to assure the maximum participation of all the people in

the attainment and enjoyment of the benefits of such growth; and to achieve and strengthen national unity and consciousness and preserve, develop and promote desirable cultural, moral and spiritual values in a changing world.

Presidential Decree No. 603. More popularly known as the Child and Youth Welfare Code, this Decree rules that:

Every child has the right to an education commensurate with his abilities and to the development of his skills for the improvement of his capacity for service to himself and his fellowmen and that the child, in turn, has a responsibility to undergo formal education so that he will become an asset to society.

The Education Act of 1982. This document provides the legal basis for the country's educational development plan. Section 3 sets out the Government's responsibilities regarding education.

It is the policy of the State to establish and maintain a complete, adequate and integrated system of education relevant to the goals of national development. Toward this end, the Government shall ensure within the context of a free and democratic system maximum contribution of the educational system to the attainment of national goals.

The State shall promote the right of every individual to relevant quality education, regardless of sex, age, creed, socio-economic status, physical or mental condition, racial or ethnic origin, or political or other affiliation. The State shall promote and maintain access to education as well as the enjoyment of its benefits by all citizens.

The State shall promote the right of the nation's cultural communities in the exercise of their rights to develop themselves within the context of their cultures, customs, traditions, interests and beliefs, and recognize education as an instrument for their maximum participation in national development and in ensuring their involvement in achieving national unity.

National law requires that all parents enroll their children in school at the age of seven, or six and a half if they have attended pre-school. The Government provides free tuition and textbooks in public schools and allows private primary schools to operate if they meet set standards.

Presidential Decree No. 1139. Educational opportunities were made available to young people and adults not served by the formal school system through this Decree of 1977. It created the position of Deputy Minister of Education, Culture and Sports, who is charged with the national Non-formal Education programme.

All these policies have provided direction to the educational system in reaching out to all school-age children in order to make them members of the national society.

Organization of the school system

The formal education system. Formal education in the Philippines starts when a child is seven years old; and involves six years of elementary education from grades I-VI, four years of secondary education and from four to eight years of college education. Primary education in this report refers to the first four years of elementary education, from grades I-IV. Pre-school education is not a part of the formal educational system, but schools are encouraged to organize such classes if funds permit. Most pre-school classes are operated by private schools and civic organizations.

Two types of schools exist in the Philippines, public and private. The public schools are organized and maintained by the government, while the private schools are organized and maintained by private individuals or corporations. Most of the elementary schools in the country are public schools. However, at the secondary and tertiary levels, a greater number are owned and managed by the private sector.

The government does not give the private schools any direct financial aid except for small grants disbursed by the Fund for Assistance to Private Education for special projects. Approximately 5.22 per cent of the elementary school population and 45.8 per cent of secondary pupils are enrolled in the private schools. These schools follow the public school curriculum required by the Ministry of Education, Culture and Sports, but are allowed to propose additional subjects that they feel are needed by the type of students entering their schools.

Non-formal education. Non-formal education was part of the Philippine educational system long before the promulgation of Presidential Decree 1139. In 1935 Commonwealth Act No. 80

created the Office of Adult Education in order to provide citizenship training to youths and adults.

More recently, in recognition of the fact that education cannot only be equated with schooling and that it is neither time-bound nor place-bound, the Educational Act of 1982 established the Bureau of Continuing Education to complement and supplement formal education.

Non-formal Education (NFE) in the Philippines is concerned with functional literacy, basic vocational training, citizenship education, socio-cultural development, physical fitness and leadership. The NFE programmes are implemented through the formal school system by government and non-government organizations. Administrative services, classrooms, equipment and supplies are shared by the formal and non-formal systems.

Folk schools were organized as early as 1961 to motivate out-of-school children to return to school and learn vocational skills as well as academic subjects. These schools operate for six or seven weeks during the summer.

A study conducted by the National Educational Testing Centre on Literacy Retention among Drop-Outs from Philippine Elementary Schools found that the learning process does not stop after a student drops out of the formal education system, that drop-outs retain and even gain basic skills, and that command of basic skills acquired in school declined at a rate highly dependent on the amount of previous formal schooling.

These and other findings indicate that a strong linkage is imperative between formal and non-formal systems. To help create such a linkage and to democratize education at all levels, The Accreditation and Equivalency Board (created in 1981) evaluates skills, knowledge and experience acquired through non-formal and informal means to allow students to enter or re-enter the formal system. The Board provides testing for children who have dropped out, who have never enrolled and who are overage for their grade level.

Administration and supervision

Administrative structure of the educational system. The Philippine Constitution provides for an integrated educational system. The Ministry of Education, Culture and Sports (MECS) is

headed by the Minister, who exercises control over all the agencies of the Ministry. This body is entrusted with planning, developing and implementing programmes in education and culture, administering the public school system in the Philippines and co-ordinating activities related to the educational and cultural development of national minorities.

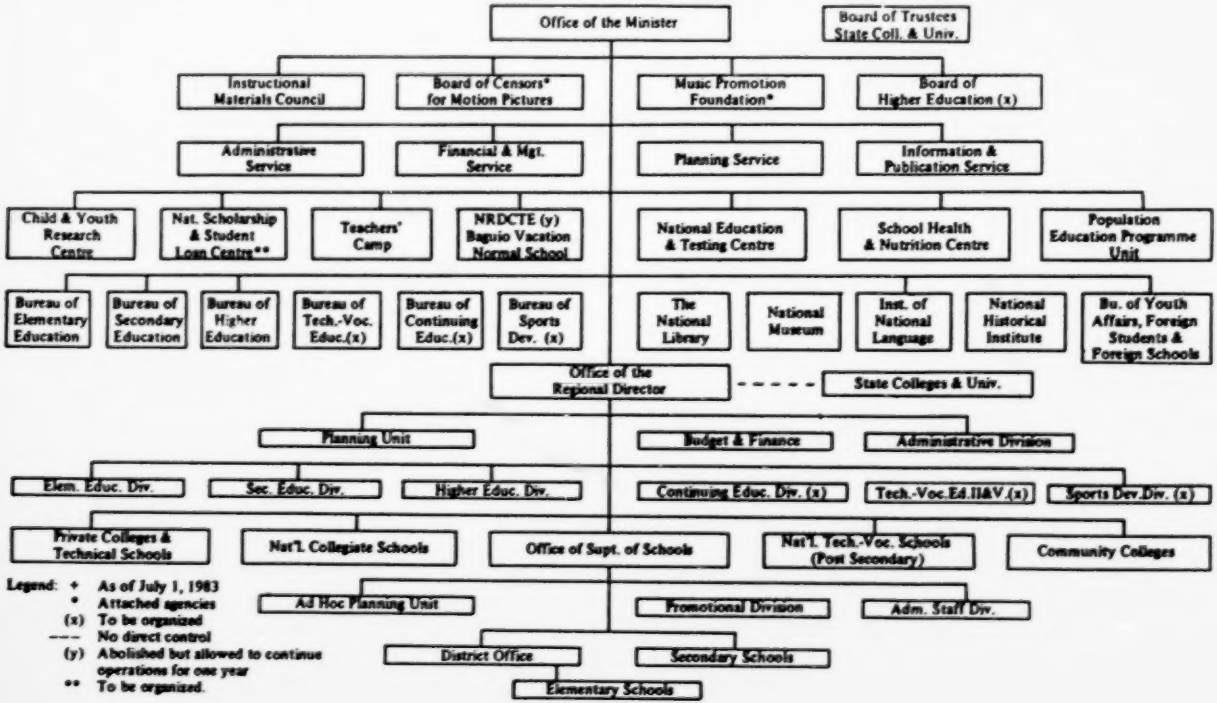
The Ministry is divided into two sub-structures, central and regional. An outline of the organizational structure is found on the next page.

In the central substructure, the Ministry has three deputy ministers, one in charge of administrative matters, another for programmes and projects, and another for non-formal education. The central office of the Ministry (OMECS) includes the following bodies that assist in policy formulation and programme implementation:

Staff bureaus. The bureaus of the Ministry exercise functional supervision over the regional and field offices and develop plans and programmes within their respective specialization. The Bureau of Elementary Education conducts studies, formulates educational objectives and provides technical assistance to the Ministry on matters pertaining to pre-school and elementary education. Its work includes curriculum design, materials preparation, staff training and improvement of school plants and equipment. This Bureau co-ordinates closely with the Planning Service and regional and provincial/city offices of the Ministry.

Cultural agencies. The Institute of National Language, National Library, National Museum and the National Historical Institute perform staff and line functions within the Ministry. Whenever these line agencies undertake field work, they co-ordinate with the regional offices. The National Historical Institute is responsible for promoting and preserving the Philippine cultural heritage by undertaking studies of Philippine history and national heroes and maintaining national shrines and monuments. The Institute of National Language updates Pilipino grammar and publishes reference books to propagate the national language. Its staff designs language policies in line with the educational, social and economic development of the nation. The National Library provides facilities to meet the information needs of scholars and students. The National

Figure 1. Organization of the Ministry of Education, Culture and Sports



Museum protects Philippine cultural properties and interprets scientific discoveries through lectures and exhibits.

Other special bodies. Under the Ministry there are three service offices, each headed by an assistant secretary equal in rank to a bureau and regional director. The Planning Service is responsible for economical and effective planning, programming, and project development. The Financial and Management Service provides advice and assistance on budgetary, financial and management matters. The Administrative Service facilitates efficient educational administration.

The Child and Youth Research Centre studies the developmental needs and characteristics of Filipino children. Results of this research will be used in the planning, evaluation and implementation of educational programmes. The National Scholarship Centre awards scholarships to poor and deserving students. It also channels physically handicapped students into skills training courses relevant to the manpower needs of the country. The National Educational Loan Assistance Centre carries out the Study-Now-Pay-Later-Plan, otherwise known as the Educational Assistance Act of 1976 by enabling financially disadvantaged citizens to pursue higher education and training in fields of study vital to the development of the national economy. The National Research and Development Centre for Teacher Education was formed in 1972 to replace the Unesco-funded Asian Institute for Teacher Educators. The basic function of the Centre is the improvement of the quality of teacher education. It supervises the Baguio Vacation Normal School, which offers teachers from all over the country degree and non-degree training courses. An Instructional Materials Council is responsible for the formulation of policy on the adoption and selection of textbooks, supplementary and reference books, manuals and printed materials for use in the public elementary and secondary schools. Until budgetary provisions are made for this Council, however, its functions will be discharged by the Textbook Board. The School Health and Nutrition Centre acts as the Secretariat of the Mindanao School Supplementary Feeding Programme Task Force in addition to its basic responsibility of implementing the school supplementary feeding programme. The National Educational Testing Centre carries out the measurement and evaluation functions of the Ministry.

In the regional substructure there are 13 regional offices, each headed by a regional director and an assistant regional director who report directly to the Minister of Education, Culture and Sports. These regional offices each have administrative, finance and budget, elementary, secondary and higher education divisions, a system that is intended to make education more responsive to local needs.

A region consists of provincial and city educational divisions, and these are in turn divided into school districts. Under the regional offices there are 126 divisions, each headed by a division superintendent. Under the school divisions are the district offices headed by district supervisors, and under them are the school principals and teachers.

While the regional offices are directly responsible to the Minister, their technical supervision is exercised by the staff bureaus. Assistant secretaries for planning, administration and finance assist the Minister and his deputies in their administrative functions. There are also assistant secretaries for personnel development, co-ordination of state colleges and universities and for educational legislation.

Supervision of primary schools. On the national level, supervision of primary schools is delegated by the Minister of Education, Sports and Culture to the Bureau of Elementary Education. At the regional level, the regional supervisors and their staff supervise primary instruction. At the divisional level, school supervision is a function of the division superintendent, the assistant superintendent, and the division supervisors. At the district level, the district supervisors, principals and in some cases assistant principals are responsible for supervising the primary schools.

The duties of the division superintendents include supervision, administration and public relations. The supervisory functions are concerned with the improvement of instruction. The superintendents may personally supervise classroom instruction, but generally delegate this task to division and district supervisors and principals.

Some division supervisors are charged with supervision of instruction in specific subjects. In larger divisions like the City of Manila there is more than one supervisor for each subject area. Subject supervisors are also responsible for planning, implementing and

evaluating special programmes such as special education or community education.

District supervisors come from the ranks of principals, head teachers and other officials. They are responsible for the supervision of schools in their districts and co-ordination with the functions of other agencies promoting socio-economic development.

The division and district supervisors and school administrators check teachers' lesson plans to assess their daily preparation, and to determine whether methods and materials achieve learning objectives. They observe class activities to determine the progress of the pupils, and may direct the preparation and administration of tests.

The primary duty of the division and district supervisors is supervision of instruction, although the district supervisor must also monitor physical aspects of the school and other administrative functions. The principal's main duties are mainly administrative, but he is also concerned with the supervision of instruction.

Since all schools are subject to regulation by the State, the Government has placed the supervision of two-level private schools (those with elementary and secondary levels) under the division superintendents, and three-level private schools (those with elementary, secondary and tertiary levels) directly under the Regional Office, in order to ensure that desirable standards of instruction are maintained in all educational levels.

The geographical characteristics of the Philippines, which consist of 7,100 islands, make administration and supervision of the total educational system exceedingly challenging. The decentralization described has helped to meet this challenge, but it is not totally without problems.

Planning of primary education. Planning of primary education is carried out at the national level by the Bureau of Elementary Education with the assistance of the Office of Planning Service of the Ministry. This Bureau formulates educational standards for pre-school and elementary education. It undertakes studies for the preparation of curriculum, instructional materials and teacher training programmes, writes guidelines for elementary school physical facilities; and develops plans to upgrade the quality of education

and the general management of schools. The directions, guidelines and targets set by the Bureau are provided to the regions as a basis for the planning of primary education at their level.

Planning of regional primary education is shared by the 13 regional offices. Each regional office includes primary education and planning units, and regional plans and programmes are submitted to the Ministry for incorporation in its overall programme.

On the division level, the division planning unit develops projects in line with the objectives and policies set by the regional offices and the Ministry. These proposals are submitted for approval and/or incorporation in the overall programme of the region.

The lowest planning unit is the school district. Plans for elementary education at this level are submitted to the division for incorporation in the division plan.

Since the Central Office sets policies and guidelines for the regions, divisions and districts to follow, and these levels submit their plans to the central organization, for incorporation in national plans, planning of elementary education moves from top to bottom and from bottom to top.

Curriculum and instruction. The development of the primary curriculum is initiated by the Ministry through the Bureau of Elementary Education, which in turn seeks input from field staff in both public and private schools, parents, community leaders, local agencies and experts in various disciplines. The curriculum is planned within the context of national development goals and the cultural, social and educational norms of society. Final approval of the Minister is necessary before the curriculum is implemented and instructional materials are prepared.

The Bureau of Elementary Education determines minimum learning competencies to be used in interpreting the curriculum. Supervisors, principals and teachers are allowed to make necessary adaptations in the minimum learning competencies to make the curriculum functional and relevant to local needs.

Schools are provided with instructional materials purchased by superintendents in accordance with existing regulations. Principals send their requisitions through the district supervisor to the superintendent, and see to it that their school libraries are adequately

stocked from the approved lists of reference and other reading materials sent to the field.

Teaching staff

Education and training. Teaching today is a highly specialized profession, and teacher education is a basic ingredient of a comprehensive, effective and dynamic educational system. The education of primary teachers in the Philippines is undertaken jointly by the 348 state and private colleges and universities offering teacher education programmes.

Secondary school graduates seeking admission to teacher education schools, colleges, and universities must pass a National College Entrance Examination and admission tests of the respective institutions. All applicants are required to fall within the upper 50 percentile of their graduating classes.

All public and private teacher training institutions follow the curriculum prescribed by the Ministry, and syllabi are developed by the faculty. The curriculum is drafted by the curriculum committee or dean of a college, and then submitted to the faculty for approval. For a state university or college, the Board of Regents gives final approval, while for private colleges it is the Minister of Education.

The primary teacher education curriculum includes general education, courses covering all the subjects taught in primary school, professional courses in philosophy, educational history, psychology and teaching methods, and a sequence of laboratory experiences with children that culminates in supervised teaching.

The professional in-service course beginning in 1983 consisted of the following subject areas in the first year:

General Education – 21 units*. This group consists of Pilipino; science and health; mathematics; humanities; special sciences; home economics and practical arts.

Professional Education – 30 units. This group consists of sociology, psychology, anthropology, philosophy and law, principles

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* One unit equals three hours a week for one semester.

of teaching and educational technology, measurement and evaluation, guidance and counselling, teaching strategies in Communication Arts, civics and culture, science and mathematics health, physical education, and student teaching.

Physical education – 4 units

Citizens military training – 6 units

Emphasis is placed on the child as a learner in both general and professional courses. Guidance and counselling includes an introduction to special education. Communication Arts includes children's literature and materials from varied ethnic sources. Specialization courses are also available in such areas as kindergarten education, music, art and physical education. Those who complete this four-year course receive the Bachelor of Elementary Education degree.

Teacher certification. In the Philippines there is no requirement that a teacher must be licensed to teach. Certification and permanent appointment in the public schools are given to teachers who pass the examination of the Professional Board of Examination for Teachers, a civil service requirement. Teachers in private schools are also required to pass this examination.

For teacher applicants in the kindergarten and elementary grades, a bachelor's degree in elementary education constitutes the minimum educational qualification. In the case of applicants who do not possess this minimum qualification, the school superintendent may make temporary appointments. Once an applicant has acquired adequate training and professional preparation in a school recognized by the government, and is eligible for civil service employment, no probationary period is imposed. An applicant who lacks civil service eligibility is given provisional status for not less than one year. Teachers with provisional appointments are granted permanent appointment after ten years of service.

There is a shortage of qualified primary school teachers in some parts of the country. Many schools, especially in remote areas of Mindanao, are partly staffed by undergraduates or unqualified teachers. To solve this problem, the Notre Dame Educational Association has developed an educational programme to train para-teachers to work among cultural minority communities in Region

XII and South Cotabato. This innovative programme is non-degree and lasts 26 months. Para-teacher candidates range from elementary graduates to college drop-outs. The curriculum consists of a developmental-remedial phase to equip students with the necessary communication and computation skills, the content of the educational curriculum, culture and psychology to sensitize para-teachers to their own and their pupils' cultures and a practicum in their own communities. While working with master teachers, the students acquire competency in classroom management and community work equivalent to that of full teachers.

The increased cost of living and the low salary of teachers have forced many teachers to seek higher-paying jobs or employment in other countries. Because of teachers' low salaries, teacher training institutions do not attract the best graduates from secondary schools. The Government has raised the salary of public school teachers from about ₱ 750 to about ₱ 1000 (a little less than $100) a month, and included living allowance, clothing allowance and longevity pay in the teacher welfare-improvement package. These incentives have encouraged enrolment in teacher education institutions.

In-service teacher training. Every effort is made to improve the quality of primary education through in-service training. The Bureau of Elementary Education and the Office of Personnel Development operate in-service programmes in the Baguio Vacation Normal School for teachers and school officials.

The Educational Reorientation Programme (ERP) is the staff development component of the Programme for Decentralized Educational Development (PRODED) a World Bank - funded project that started in June 1981. PRODED's objectives are a reduction in regional disparities in pupil performance and an improvement in the management of the elementary education system. Some of the activities of the ERP are a Teacher-Formation Programme, the training of Ministry staff in support of classroom teachers and the development of a corps of teacher training managers at the regional and sub-regional levels.

PRODED-ERP consists of a formal one-week seminar in interpersonal and organizational skills, and a non-formal two-year staff

training to be carried out by the participants themselves with instructional materials distributed by the programme. A network of learning-action cells (LACs) of primary school teachers is another training strategy of PRODED-ERP.

Each level of increase in educational qualifications increases chances for teacher promotion or for upgrading in salary. Degree and non-degree programmes enable teachers to enhance their professional status and keep abreast of the latest trends in education. The Integrated Scholarship Programme in a few state colleges and universities helps teachers pursue in-service education at the graduate level. One private university, the Ateneo University, offers a scholarship programme for teachers in Metro Manila, but an impressive number of teachers and administrators attend graduate school at their own expense, in the evening or on Saturdays. A pilot distance study system for both graduate and undergraduate work in education is being implemented by the Ministry and the University of life. The system provides for self-instruction through modules and a few contract sessions.

Curriculum

One significant development in primary education in the Philippines was the launching of the New Elementary School Curriculum (NESC) in the 1983-1984 school year. The NESC emphasizes basic skills and orients primary education to national development. A "return to the basics", its dominant thrust is the development of Filipinism and humanism among primary school children. The NESC is an outcome-oriented rather than a subject-centred curriculum, and requires new technology and materials.

Table 2 outlines the NESC curriculum.

Special features of this curriculum include an emphasis on mastery learning, more time allotted to the development of the basic skills, especially in the lower grades, and a focus on the development of a sense of humanity and nationhood in all learning areas. To ensure the smooth implementation of the NESC, a Monitoring, Supervision and Assistance Team will visit schools in the regions.

Table 2. The New Elementary School Curriculum

Learning areas	*Weekly time allotment*					
	Grades					
	I	*II*	*III*	*IV*	*V*	*VI*
Character-Building Activities	100-150	100-150	100	100	100	100
Pilipino	300	300	300	300	300	300
English	300	300	300	300	300	300
Mathematics	200	200	200	–	200	200
Civics and Culture (hist./geoy./work ethic.)	200	200	200	–	–	–
History/geography/civics			–	200	200	200
Science and health			200	200	200	200
Arts and physical educ.			200	200	200	200
Home economics Livelihood and Education				200	300	300
Minutes per week	1100-1150	1100-1150	1500	1700	1800	1800
Minutes per day	220-230	220-230	300	340	360	360
Hours per day*	3-40"-4	3-40"-4	5	5-40"	6	6

* According to the ' Magna Carta for Public School Teachers", the minimum work load of teachers is six hours per day. In the intermediate grades where there is a 5-3 or 3-2 ratio of teachers to classes, the schedule shall be worked out so that no teacher shall be assigned more than 360 minutes of teaching a day.

Textbooks and instructional materials

Ministry Textbook Project. From the 1950s until 1975, there was only one textbook for every ten pupils in the public schools. The textbooks were not only in short supply but also in poor condition and educationally substandard. Since the availability of textbooks is a significant factor in pupils' achievement, the Ministry's Educational Development Projects Implementation Task Force undertook an eight-year textbook development and distribution programme to solve the perennial textbook crisis. The Textbook Board Secretariat was established to take over the management of the Project in 1981.

Financed by a World Bank loan of $25 million and a government matching fund, Phase I of the Textbook Project was launched

in 1976 to increase the supply of textbooks during the following four years and to develop the institutional capacity for continuous provision of textbooks. The Project called for the development of 109 textbooks and teacher's manuals for science, mathematics, social studies, Pilipino and English in the public elementary and secondary schools; the distribution of 92 million textbooks to provide one textbook for every two pupils in each subject and grade level; and the training of 250,000 teachers on the effective use of the new textbooks. To ensure the continuous supply of textbooks, agencies and linkages for planning, publishing, distribution and evaluation were established.

Four government curriculum development centres were linked with the Bureau of Elementary Education and the Bureau of Secondary Education to develop textbooks in various subjects. These included the University of the Philippines Science Education Centre for mathematics and science, the Philippine Normal College Language Study Centre for language arts, the Ministry Social Studies Centre for social studies and the Technological University of the Philippines Practical Arts Centre for teaching guides in the practical arts.

The Ministry's network, for textbook distribution has been activated and improved. Some 100 provincial warehouses were renovated and equipped, and 42 new ones built to handle the distribution of millions of textbooks.

To train teachers and administrators in the effective use of the new textbooks, 14 Regional Staff Development Centres and 34 Development High Schools were established. Project staff and curriculum writers, in close co-operation with national and regional education officials, have held annual orientation programmes for 315,000 teachers and school administrators. The Project also evaluates the impact of the textbooks on the learning achievement of pupils.

The Ministry of Education, Culture and Sports controls the quality of textbooks, instructional materials, supplementary readers, reference books, teaching aids and devices used in the primary schools through the Textbook Board and the Committee on Evaluation of Instructional Materials.

The Textbook Board. This Board calls for the submission of manuscripts for textbooks from qualified writers and duly-registered

publishers on a competitive basis. Every textbook submission must include a teacher's guide. A manuscript found acceptable by the Board is given a preliminary approval. The publisher or writer tests the material in at least 12 representative schools in the country in accordance with guidelines set by the Board. After recommended revisions indicated by these field tests, the manuscript is submitted to the Board for final approval. The Board evaluates the manuscripts according to content (60 points), teaching strategies (30 points) and physical aspects (10 points).

Government-produced textbooks, including those prepared by the curriculum development centres, are automatically adopted by the Board but must be developed and tested according to Board requirements. The Board Secretariat has set a requirement that 75 per cent of the textbooks be developed by the government and 25 per cent by the private sector. Since the implementation of PRODED in 1981, the curriculum development centres are no longer functioning for curriculum development. Textbooks to support the New Elementary School Curriculum are being prepared by private publishers. Their writers use writing briefs prepared by the Bureau of Elementary Education as guidelines for content, teaching strategies, values and skills for specific areas and grade levels.

The price of textbooks is set by the Price Committee composed of one Textbook Board member as chairman, one representative of the Philippine Educational Publishers Association and one representative of the Government Printing Office.

Committee on the Evaluation of Instructional Materials. This body approves all instructional materials other than textbooks, including supplementary readers, reference books, teaching aids and devices, sets prices for these materials and issues bulletins to guide teachers in their use.

The submission of instructional materials is open to all qualified individuals or group writers and duly registered publishers and printers. Materials are sent to two or three subject area experts for review and evaluation of their content and language. The reviewers also recommend the grade levels and the subject areas for which the materials are suitable. All books in Pilipino are sent to the Institute of National Language for linguistic review. The Committee maintains a master list of reviewers with different areas of expertise from

the different Bureaus or outside the Ministry if the necessary specialization is not available in the Bureaus.

Materials are then sent to the Government Printing Office for production cost estimate or returned to the author or publisher for improvement.

Mass media and educational technology

After the passing of the Educational Development Decree of 1972, audio-visual media were integrated into the educational system for quality improvement of the formal and non-formal education programmes. In April 1975 the Philippine government, recognizing the educational potential of mass media, created an inter-agency Communication Technology for Education Pilot Project. The project ran from 1978 to 1981 and was designed to provide continuing education to elementary school teachers and pupils, and to extension workers and farm families in selected rural project sites. These sites included Pangasinan in Region I, Leyte in Region VIII and Maguindanao in Region XII.

One of the components of the project was called Radio Assisted Teaching in Elementary Schools. This was a total educational package for the teaching of Pilipino in Grades IV, V and VI. In the three selected sites, teachers were provided with radio lessons with corresponding pupils' worksheets, evaluation materials and suggested pre-and post-broadcast activities.

Another component was Continuing Education of Teachers, a distance learning programme for primary teachers in the project sites. CET used a combination of radio lessons transmitted via open broadcast, print and audio-visual materials and forum sessions to synthesize learning concepts. Teacher-participants were offered training courses to upgrade their mastery of content and teaching skills in the five basic subject areas communication arts in Pilipino and English, social studies, science and mathematics. They were awarded certificates of participation which could be used toward promotion, and with some additional work, were given two or three credits toward an M.A. degree from accredited teacher training institutions.

The Pilot Project intended to provide training courses to 16,000 teachers, Pilipino lessons to 2,700 pupils in Grades IV, V and VI, and continuing education broadcasts to the provinces of Rizal,

Bulacan, Batangas, Laguna, Quezon and Cavite. The evaluation during the Project's second year of operation yielded information on the comparative cost-effectiveness of the various approaches it used to improve the quality of basic education. Specifically, the Pilot Project was expected to provide experience that would generate guidelines for integrating mass communications into the overall educational system.

Region VIII is presently conducting research financed by Unesco on the use of Pilipino as a medium of communication education staff. This project involves a Multi-Media In-Service Education Programme of taped lessons accompanied by printed materials about Pilipino and language and a practicum for learning and teaching Pilipino. Other than radio, audio-visual media have proved too expensive to use on a large scale.

Financing primary education

The major source of financial support for primary education in the Philippines is the National Government. Local governments are also encouraged to share in the operation of the Public schools. Other sources of funds are donations and loans.

The National Budget. The general appropriation for elementary education in the National Budget includes current operating expenditures for programme implementation, policy formulation, general administration and support services, and capital outlays for site acquisition, improvements, equipment, investment and loans. It does not include allocations for the construction and improvement of school facilities. Instead, school building funds are released to the Ministry of Public Works and Highways.

Special Education Fund. The Special Education Fund comes from the proceeds of an additional one per cent of the assessed value of real property tax and a certain portion of the taxes on Virginia-type cigarettes and duties on imported leaf tobacco. It was originally to be spent on the following activities:

1. The organization and operation of extension classes to accommodate all children of school age desiring to enter grade I;

2. The construction and repair of elementary school buildings, acquisition of sites, and construction and repair of auxiliary buildings needed to teach practical arts, home economics and vocational courses, giving priority to elementary schools;

3. Payment of public school teachers' salaries;
4. The preparation, printing and purchase of textbooks, teachers' guides, forms and pamphlets to be used in public schools;
5. The purchase or improvement of technical equipment including that needed for vocational courses;
6. A central printing plant for educational materials and the improvement of regional printing plants in the vocational schools;
7. The purchase of teaching materials and simple laboratory devices for elementary and secondary classes;
8. Citizenship development in barrio high schools, folk schools and adult education classes;
9. Education research, including that of the Board of National Education;
10. Government scholarships for poor but deserving students;
11. The promotion of physical education and athletic meets.

These guidelines for disbursing the Special Education Fund are no longer realistic, and are currently being revised.

Local financing. Local initiative for financing elementary education vary. Divisions with more resources have tapped city or municipal funds for such costs as fringe benefits, infrastructure, supplies and instructional materials. In some cases, proceeds for primary education come from a certain percentage of school canteen funds or from fund-raising drives.

The following tables and graphs describe in more detail the national expenditures on elementary education in the Philippines.

Table 3. National expenditure on elementary education, 1960-1980

Year	*Education budget*	*Amount allocated for elem. Educ.*	*Percentage of budget for elem. education*	*Enrolment*	*Per-pupil expenditures*
FY 1960-70	₱1,085,900,000*	₱ 770,716,000	71%	7,045,600	₱ 109.39
CY 1975	₱1,910,224,000	₱1,368,039,000	72%	7,253,407	₱ 188.61
CY 1980	₱5,414,378,000	₱2,356,665,139	69%	7,817,450	₱ 301.46

* ₱14 = $1

Figure 2.
Per-pupil expenditure, 1970-1980

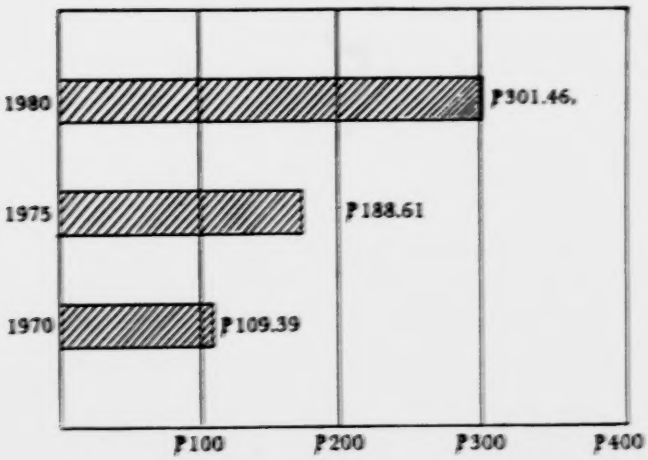


Figure 3.
Trends in budget allocations for primary education, 1970-1980

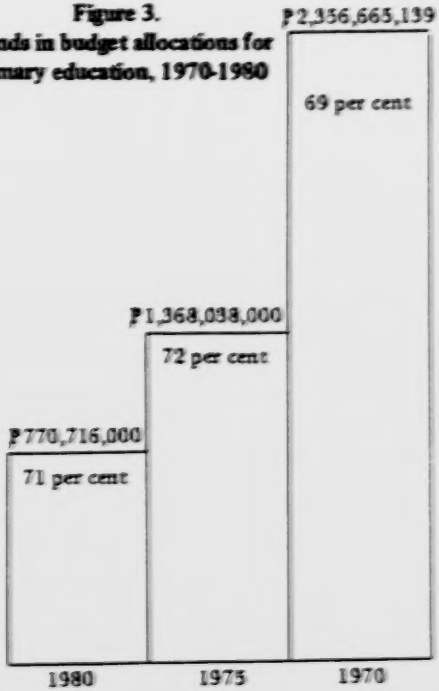


Table 3 indicates that while the amount allocated for elementary education increased between 1970 and 1980, there was a drop from 72 per cent in 1975 to 69 per cent in 1980 in the proportion of the elementary education allocation to the total education budget. However, as shown in Figure 1, this reduction has not affected the per-pupil expenditure in spite of the increase in enrolment shown in Table 3. This may be attributed to the fact that the 1980 allocation substantially increased and that national budget funds are generally augmented at the local level.

Incentives. Public elementary education is free and the Government pays for textbooks, medical and dental care and immunization services.

All public primary schools have supplementary feeding programmes for third-degree malnourished pupils. This midday meal is financed by local governments and/or civic organizations. Other malnourished and indigent pupils are provided with free snacks from the school canteen in many schools of the country. These food incentives encourage parents in depressed areas to send their children to school and raises participation rates.

School buildings

The rapid expansion of the Philippine public school system because of a galloping population growth has meant that physical facilities are inadequate. Some segments of the country have suffered from inequalities in the provision of other educational resources as well, and this has affected the outcomes of education in these areas.

An inventory of school furniture and equipment was undertaken throughout the country in 1981. A total of 73,199 school buildings of various types, comprising 216,753 classrooms were counted in the inventory. The inventory showed a national average of three rooms per academic building. Half of the public elementary schools were concrete, 38.8 per cent were wooden and 10.8 per cent were made of bamboo and nipa. About 43 per cent of the school buildings were found to be in good condition, 35.5 per cent could be repaired 12.7 per cent were incomplete according to the standard plan, and 8.5 per cent needed to be replaced. Of the non-academic buildings, such as administrative offices, libraries, primary agriculture

shops or storerooms, only 35.5 per cent were in good condition, 38.3 per cent needed repair, 14.5 per cent needed replacement, and 11.7 per cent had not been completed.

The Ministry of Education, Culture and Sports has programmed the construction of 12,600 classrooms or around 4,200 three-room school building units each year. This school building programme is supported by an average yearly budget of ₱87,000 per school building unit, or a total of about ₱400 million a year. Another source of funds for school buildings is the $20,000,000 from the Economic Support Fund paid by the United States for the use of land for its bases. The fund is administered by the Ministry of Human Settlements. These ESF-funded buildings have served as models for the construction of school buildings under PRODED.

The Ministry of Public Works constructs schools as recommended by the Office of Planning Service in the Ministry of Education, Sports and Culture. School sites must be accessible to the greatest possible number of children in a community, and located away from heavy traffic, recreational areas of questionable moral influence, military barracks, or insanitary areas. The soil around the buildings should be suitable for gardening projects.

The Office of Planning Service co-ordinates with the Bureau of Elementary Education and the regional offices in determining the number and location of needed school buildings. Land for school facilities may be acquired by municipalities, cities or provinces through purchase, exchange, reservation, expropriation or donation, with the approval of the President of the Philippines. At the provincial level, supervision and control of the establishment of schools rests with a Provincial/City Schoolbuilding Committee responsible for identifying schoolbuilding needs and prioritizing them as to sites. This Committee is made up of the provincial governor or city mayor the division superintendent and the district/city engineer. At the end of each calendar year, the Ministry of Public Works, the Ministry of Local Governments and the provincial or city development officers jointly evaluate the performance of the provincial government and submit their reports and recommendations to the Minister of Public Works and Highways, the Office of Budget and Management and the Commission on Audit.

The role of local communities in primary education

The head of each school division is responsible for ensuring the support of local leaders for the primary schools. Every division has a school board consisting of the provincial governor, division superintendent and development officer. On the school level, boards are composed of the mayor, district supervisor and principal. These mechanisms make local governments and communities responsible for generating funds for and participation in school projects.

At no time in the history of elementary education in the Philippines has community development been given more prominence than now. Attempts are being made to reduce disparities in educational opportunity and raise the overall quality and efficiency of primary education. Although school principals are the key figures in the implementation of the elementary school programme, local community leaders in the country play an auxiliary role.

Citizens' groups like the Parent-Teacher Associations, barangays and mothers' clubs participate actively in the establishment and management of local schools. Officers of these associations petition the proper government authorities for the establishment of needed schools or facilities. In some areas, civic-minded citizens themselves raise the funds for buildings or facilities.

Community organizations also help to implement various school and extracurricular activities. Boy Scout or Girl Scout Councils may help school principals with youth development activities. Members of the Anti-Narcotics and Dangerous Drug Squad may help in preventing or eradicating drug addiction by deploying plainclothesmen in the vicinity of the school. Mothers' club volunteers may serve as teacher-aides in kindergarten and grade I classes. Parent-Teacher Associations help in supervising Green Revolution projects such as Garden Day, when prizes are given to school children and community members for food produced during the year. Professional athletes in the community sometimes supervise athletic competitions.

Local communities also have much to offer the enrichment of teaching and learning. Resource persons from the community are invited to the school for staff improvement and learning development activities, and are invited to talk to the children during assemblies or regular classes.

Community resources play a very important role in vocational education. Students report to the tailoring or to the dressmaking shop to learn the rudiments of sewing, to a bakery or furniture store to learn baking or furniture repair, or to a laundry woman to learn the process of washing clothes.

Some private citizens offer scholarships or sponsor contests in various subject areas, or give financial assistance to various school projects.

Today there is a growing awareness among local communities that educating children and youth is not only the responsibility of the government but of the parents as well. Barangay members are campaigning for all children of school age to go to school. Local communities also co-operate in alternatives to formal schooling such as Project Impact, the In-School-Off-School Approach and other non-traditional schemes. Feedback from parents in barangay and PTA meetings guides school officials in formulating or modifying educational policy. To encourage the kinds of participation and support described here, school authorities consider it imperative to develop strong links between the school and the community.

Chapter Two

PROGRESS TOWARDS UNIVERSALIZATION

This chapter presents an analysis of primary education in the country in terms of the progress towards universalization and the problems encountered. The analysis is largely related to the statistical tables included.

Primary education in the last decade

Table 4 below shows the estimated elementary age-group (7-12 years) population in the country and the percentage of growth in this population since 1970.

Table 4. Estimated population in age-group corresponding to elementary education in the national system

Year	*Age Group (. . .)*	*Age-group population*	*Percentage growth rate*
1970	7–12	5,818,458	
1980	7–12	7,451,736	28.07
Projections*			
1990	7–12	8,786,087	17.91
1995	7–12	8,866,941	.92

* Based on 1980 census (medium assumption)

The decrease of growth rate in the school-age population from 1980 to 1990 is expected because of the government's effective population education programme. The inclusion of this subject in the school curriculum and the promotion of the programme especially at the grass-roots level have created an awareness of the need for family planning.

The next table includes data on primary schools, pupil enrolment and the number of teachers in both public and private schools from 1970 to 1981. The greatest increase in all of these occured from 1970 to 1975, though there was a substantial increase between 1980 and 1981. The same trend is noted in the pupil enrolment and in the number of teachers in primary education.

Of the total number of primary schools from 1970 to 1981, 85 per cent were in rural areas and 15 per cent were in urban areas.

In 1970 the national teacher-pupil ratio was 1:27, in 1975, it was 1:29, and in 1980 and 1981, 1:31. There were more pupils enrolled in the primary schools located in the rural areas from 1970 to 1981. Of the pupils enrolled, the percentage of boys enrolled is greater only by a small percentage than that of the girls.

While there was an increase over this period in the number of schools, pupils enrolled and teachers in primary education, there was a gradual decrease in the population growth rate for the age-group and the growth rate of primary schools and teachers.

In terms of number of teachers in primary education, there were more teachers in schools located in the rural areas and of these teachers, the female teachers constitute an average of 85 to 81 per cent.

Table 6 lists the age and grade distribution of pupils enrolled in all grades of public and private elementary schools and one next higher grade for the 1981-1982 school year.

Of the total of 61,335 six-year-old pupils enrolled in elementary education in 1981-1982, 93 per cent were enrolled in grade I and 7 per cent were in grade II. The high percentage of six-year-old pupils in grade I could be attributed to the high social demand for education in the early years. For the seven-year-old pupils, 93 per cent were in grade I and 7 per cent were in grade II. Of the eight-year-olds, 63 per cent were in grade II and 30 per cent in grade I. For nine-to twelve-year old pupils, 44 to 57 per cent were enrolled in the grade level corresponding to their ages; that is, 57 per cent of the nine-year-old pupils were in grade III, 53 per cent of the ten-year-old pupils were in grade IV, 48 per cent of the eleven-year-old pupils were in grade V and 44 per cent of the twelve-year-old pupils were in grade VI.

Table 5. Trends in primary education, 1970-1981

Year	Number of Primary Schools			Sex	No. of Enrolled Pupils in Primary Education			No. of Teachers in Primary Education		
	Rural	Urban	Total		Rural	Urban	Total	Rural	Urban	Total
1970	20,227	3,577	23,804	M	2,136,394	1,350,082	3,486,476	29,305	16,533	45,838
				F	1,832,039	1,309,219	3,141,258	126,577	71,406	197,983
	84.97	15.03		T	3,968,433	2,659,301	6,627,734	155,882	87,939	243,821
1975	26,326	4,657	30,983	M	2,476,373	1,564,930	4,041,303	32,167	18,147	50,314
				F	2,123,585	5,517,564	3,641,149	138,942	78,382	217,324
				T	4,599,958	3,082,494	7,682,452	171,109	96,529	267,638
1980	26,727	4,728	31,455	M	2,604,521	1,645,913	4,250,434	26,349	14,865	41,214
				F	2,356,208	1,683,802	4,040,010	146,217	82,486	228,703
				T	4,960,729	3,329,715	8,290,444	172,566	97,351	269,917
1981	26,960	4,769	31,729	M	2,673,570	1,689,548	4,363,118	25,629	14,459	40,088
				F	2,423,368	1,731,797	4,155,165	147,889	83,428	231,317
				T	5,092,230	3,426,053	8,518,283	173,518	97,887	271,405

* Number of teachers in private sector estimated.

Table 6. Age and grade distribution of pupils enrolled in elementary education and one next higher grade* 1981-1982

Age	Sex	Grade Level						
		1	*2*	*3*	*4*	*5*	*6*	*First Year*
5								
6	M	28,146	2,896					
		(49.51)	(64.56)					
	F	28,703	1,590					
		(50.49)	(35.44)					
7	M	541,946	37,561	2,035				
		(50.97)	(47.92)	(43.57)				
	F	521,319	40,822	2,635				
		(49.03)	(52.08)	(56.43)				
8	M	201,859	396,876	37,325	1,281			
		(53.12)	(49.63)	(47.99)	(47.74)			
	F	178,147	402,794	40,452	143			
		(46.88)	(50.37)	(52.01)	(52.26)			
9	M	77,929	166,872	351,867	37,461	1,332		
		(55.77)	(52.23)	(48.39)	(47.63)	(51.28)		
	F	61,804	152,623	375,282	41,189	1,265		
		(44.23)	(47.77)	(51.61)	(52.37)	(48.72)		
10	M	33,352	69,859	164,587	320,270	36,375	3,428	
		(57.36)	(55.36)	(51.56)	(48.55)	(48.40)	(44.72)	
	F	24,793	56,332	154,628	339,400	38,779	4,238	
		(42.64)	(44.64)	(48.44)	(51.45)	(51.60)	(55.26)	
11	M	17,689	40,728	74,870	154,029	275,539	38,116	4,204
		(58.13)	(57.64)	(54.27)	(50.63)	(47.99)	(47.64)	(50.19)
	F	12,741	29,932	63,088	150,196	298,620	41,892	4,172
		(41.87)	(42.36)	(45.73)	(49.37)	(52.01)	(52.36)	(49.80)
12	M	10,221	20,527	41,050	71,953	148,777	255,202	56,773
		(58.06)	(58.72)	(56.12)	(52.92)	(49.95)	(47.55)	(50.19)
	F	7,384	14,430	32,096	64,013	149,074	281,501	56,343
		(41.94)	(41.28)	(43.88)	(47.08)	(50.05)	(52.45)	(49.80)
13	M	40,582	67,258	68,213	102,426	151,774	239,160	372,403
		(59.34)	(60.46)	(59.03)	(55.69)	(52.59)	(50.32)	(50.19)
	F	27,807	43,985	47,344	81,495	136,825	236,118	369,583
		(40.66)	(39.54)	(40.97)	(44.31)	(47.41)	(49.68)	(49.80)
Total		1,814,422	1,545,085	1,455,472	1,365,137	1,238,372	1,099,795	863,478

* Age distribution of pupils in the private sector estimated.

Further examination of the data shows a that only 59.66 per cent of the pupils were enrolled in the grades corresponding to their ages. This could be attributed to the numbers of pupils enrolling before age six, and numbers of drop-outs, repeaters, school returnees and pupils enrolling late.

School administration

Presidential Decree No. 1, or the Integrated Reorganization Plan, went into effect in 1975 to achieve greater economy and efficiency in government operations. Under this Plan the Ministry of Education, Culture and Sports went from a highly centralized system in which only three promotional bureaus handled all educational activities, to a decentralized structure that gave more authority to regional staff. The directors of the 13 regions supervise and evaluate all educational operations within their regions.

Under this system, education has become more responsive to local needs and projects have been more efficiently managed. The present organization of the educational system should help to accelerate the universalization of primary education.

Geographical distribution of primary education facilities

A study to ascertain and quantify regional disparities in education was undertaken in 1979. The study measured literacy rate, participation rate, cohort survival rate, achievement levels, proportion of adults with Grade VI education and transition rates from elementary to secondary school. Based on these indicators, national cut-offs were determined. For participation, achievement and survival the national cut-offs were 75, 47 and 67 per cent, respectively. Of the school districts measured, 23 were found to rank below these cut-off figures. In the same year the Planning Service classified all 30,622 schools in the country according to adequacy of instructional materials, teacher training, equipment, buildings and geographical accessibility. A total of 13,369 schools were categorized as depressed, disadvantaged and underserved (DDU) in this survey.

Table 7 shows the distribution by region of elementary education facilities in 1981-1982. A breakdown of pupils by sex is not included since no such data are available.

Table 7. Geographical distribution of elementary education facilities, 1981-1982

Region	*Total population of elementary education age-group (1981)*	*Number of elementary schools*	*No. of pupils enrolled in elementary school**	*No. of age-group pupils enrolled in elementary school**	*Percentage of enrolment of age-group*
NCR	842,167	754	874,844	795,933	94.51
I	535,453	2,933	625,502	527,100	98.44
II	349,197	2,215	395,890	345,530	98.95
III	751,251	2,473	870,644	739,456	98.43
IV	961,836	3,823	1,094,134	909,091	94.52
V	565,275	2,800	669,800	542,385	95.95
VI	704,774	3,163	840,523	691,234	98.08
VII	585,102	2,564	637,668	546,856	93.46
VIII	445,333	3,029	499,255	436,471	98.01
IX	407,656	1,937	435,749	380,451	93.33
X	442,531	2,269	509,595	408,712	92.36
XI	537,677	2,055	605,712	525,645	97.76
XII	373,302	1,714	458,967	365,097	97.80
TOTAL	7,501,554	31,729	8,518,283	7,213,961	96.17

* Includes under-age and over-age pupils

** Includes 7- to 12-year-old pupils only

All 13 regions had an enrolment ratio of 92 per cent and above. Region II, with an enrolment ratio of 98.95 per cent, ranked first, followed by Region I with 98.44 per cent and Region III with 98.43 per cent. The last in rank was Region X, with an enrolment ratio of 92.36 per cent. The three highest ratios come from Luzon area and the three lowest from the Visayas and Mindanao. Some regions have better roads and others receive more public investment. The proximity of Luzon to the seat of the National Government makes it more accessible to economic development efforts and goods than the Visayas and Mindanao. Other factors like attitudes towards education and general allocation of resources might explain the regional differences.

The enrolment in government elementary schools by region, grade and sex for 1981-1982 is presented in Table 8.

The statistical table did not yield data on enrolment in rural areas and urban areas. However, Regions III, IV and VI are highly urbanized while Regions II, IX, X and XII are rural and have diverse cultural minority groups, and higher enrolment is shown the former.

Table 8. Enrolment in government elementary schools by region, grade and sex 1981-1982

Region	Grade I		Grade II		Grade III		Grade IV		Grade V		Grade VI		Total		Grand Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
NCR	65,862	60,076	59,777	54,963	60,307	56,514	59,313	56,162	58,957	57,853	54,646	53,190	358,862	338,763	697,625
I	63,222	58,142	53,555	49,177	51,559	47,807	50,707	47,159	47,494	44,676	42,390	41,461	308,927	288,422	597,349
II	43,894	39,394	35,609	33,413	32,997	31,208	32,128	29,803	29,462	28,944	23,564	24,456	197,654	187,218	384,872
III	83,746	75,943	75,493	69,207	72,807	67,865	70,648	65,608	64,600	62,187	58,302	56,801	425,596	397,611	823,207
IV	112,601	100,305	95,854	88,364	92,863	85,725	87,207	82,961	80,566	78,629	72,773	72,188	541,864	508,172	1,050,036
V	71,940	64,700	61,993	56,836	59,262	54,895	55,142	52,443	48,025	46,640	41,960	41,523	338,322	317,037	655,359
VI	94,960	84,578	77,685	72,093	71,514	67,217	65,706	64,198	57,150	57,853	50,068	51,536	417,083	397,475	814,558
VII	71,999	64,095	59,394	55,673	55,021	52,031	48,617	48,295	41,530	42,537	34,262	36,625	310,823	299,256	610,079
VIII	58,060	54,711	47,676	45,286	42,142	43,677	38,997	39,953	32,745	34,588	26,516	29,756	246,136	247,969	494,105
IX	55,795	49,537	46,550	41,289	37,748	34,954	32,944	32,770	27,674	27,832	22,227	23,719	216,939	210,101	427,040
X	59,484	51,733	47,728	44,630	43,668	41,169	38,140	38,535	33,082	34,536	29,203	31,913	251,305	242,516	493,821
XI	69,318	62,931	55,565	51,639	50,620	48,493	45,193	45,154	38,699	40,623	32,499	35,261	291,894	284,101	575,995
XII	56,161	53,847	47,610	43,516	41,211	37,457	33,855	33,364	28,051	27,734	22,897	23,541	229,785	219,459	449,244
TOTAL	907,043	819,992	758,489	706,091	711,719	669,012	658,597	636,405	588,035	584,632	511,307	521,968	4,135,190	3,938,100	8,073,290

Source: MECS Statistical Bulletin 1982

Of the 8,073,290 children enrolled in 1981-1982, 51.22 per cent were boys and 48.78 per cent were girls, in every region but Region III. Across grade levels, boys outnumber girls in grades I through V. Regions VI, VII, VIII, IX, X and XI show marked increases in the enrolment of girls in grades V and VI. This may be explained by the fact that in these farming and fishing areas parents expect their sons to help in earning the family income.

Table 9 shows the number of classes in government elementary schools by region in 1981-1982.

Table 9. Public elementary classes by region, 1981-1982

Region	*Multi-grade classes*	*Classes of grades I–VI*	*Grand total*
NCR	106	18,462	18,568
I	1,033	16,436	17,469
II	1,186	9,315	10,501
III	927	19,667	20,594
IV	1,543	25,548	27,091
V	1,236	16,925	18,161
VI	832	21,726	22,558
VII	762	15,599	16,361
VIII	1,331	12,732	14,063
IX	1,212	9,594	10,806
X	665	10,734	11,399
XI	944	13,512	14,456
XII	490	10,189	10,679
TOTAL	12,267	200,439	212,706

Source: MECS Statistical Bulletin, 1982

Regions IV, VI and III rank highest in number of classes for 1981-1982, while Regions IX, XII and II rank lowest. Since the former regions had a high enrolment for this school year, it follows that the number of classes is also high.

The total enrolment given in Table 8 for school year 1981-1982 is 8,073,290 and the total number of classes is 212,706. The

average size of the classes in the primary schools for the school year was therefore 38 pupils per class.

Retention of primary students

Table 10 shows the number of children who dropped out of elementary school in each grade during the 1981-1982 school year.

For the school year 1982-1983, the Government elementary schools achieved the high retention rate of 91.52 per cent, which means a dropout rate of only 2.92 per cent. The problem of children withdrawing from school before completing the primary cycle is not as serious in the Philippines as it is in other developing countries. This rate should drop to zero if the Government's educational development programme through PRODED proves successful.

The rate of children who have to repeat grades was 2.14 per cent in 1981-1982, and studies have been conducted to find the underlying causes for repetition and the remedial measures needed to lower the rate. To remedy grade repetition, the Government adopted a policy of automatic promotion, but this policy was modified after five years of operation because it was adversely affecting pupil achievement. Today grade repetition is allowed if teachers can prove they have made every effort to help children pass and have been unsuccessful.

Guidance Centres have been organized in most elementary schools not only to handle children's personality problems but also to determine their occupational inclinations and skills. In co-ordination with non-formal education authorities, guidance counsellors follow cases of potential and actual drop-outs to help retain or retrieve them.

Teacher supply and demand

Teachers for the primary level are provided by teacher training institutions in both the government and non-government sectors. The former includes 48 colleges and universities and about 80 per cent of them offer teacher training for different levels.

Pre-service primary teacher training institutions are located throughout the 13 educational regions. There are variations in enrolment from region to region. The National Capital Region in

Table 10. Drop-outs in Government elementary schools by region, grade and sex 1981-1982

Region	I		II		III		IV		V		VI		Total		Grand Total
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	
NCR	1,139	918	662	504	770	530	758	534	992	650	797	536	5,118	3,672	8,790
I	2,939	1,762	929	981	1,092	941	970	673	1,204	775	1,074	450	7,708	5,582	13,290
II	1,295	991	842	528	872	490	674	440	809	594	649	448	5,141	3,491	8,632
III	2,131	1,459	1,352	872	1,286	934	1,455	956	1,630	1,167	1,383	847	9,237	6,235	15,472
IV	3,534	2,455	2,027	1,317	2,263	1,375	2,221	1,421	2,399	1,581	1,813	1,153	14,257	9,302	23,559
V	2,396	1,874	1,893	1,331	1,914	1,314	1,986	1,333	2,046	1,385	1,781	1,233	12,016	8,470	20,486
VI	3,923	2,817	2,942	1,842	2,943	1,727	2,847	1,789	2,935	1,879	2,325	1,432	17,915	11,486	29,401
VII	5,029	3,261	3,191	1,938	3,031	1,825	2,658	1,748	2,916	1,841	1,776	1,116	18,101	11,727	29,828
VIII	2,919	2,045	2,403	1,618	2,128	1,381	2,078	1,389	1,940	1,373	1,411	1,034	12,877	8,840	21,717
IX	1,759	1,365	1,342	925	1,313	903	1,239	921	1,213	891	1,017	784	7,883	5,689	13,572
X	1,951	1,518	1,290	953	1,270	912	1,074	803	1,107	843	901	839	7,593	5,868	13,461
XI	2,666	2,061	2,041	1,352	1,938	1,355	1,771	1,301	1,804	1,318	1,422	1,087	11,642	8,474	20,116
XII	2,808	1,926	1,785	1,280	1,709	1,148	1,502	946	1,442	936	1,269	677	10,515	6,913	17,428
TOTAL	33,989	24,452	22,699	15,441	22,527	14,833	21,233	14,154	21,937	15,233	17,618	11,634	140,003	95,749	235,752

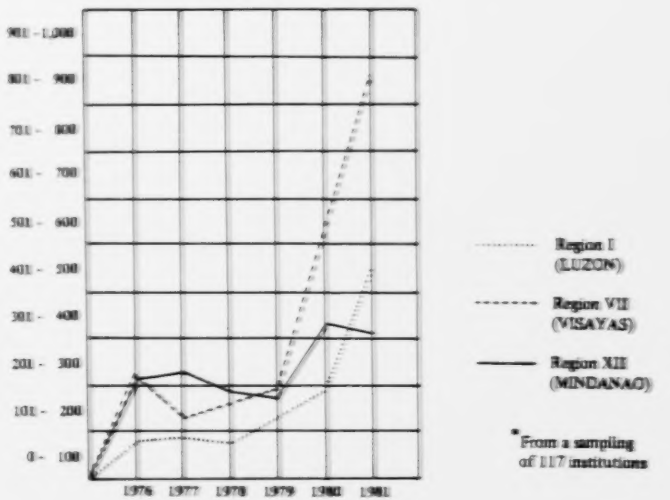
Sources: Regional Annual Report, 1981
EOY Division Statistical Bulletin, 1981-1982
EOY District Statistical Bulletin, 1981-1982

which Manila is located has the highest enrolment. However, because of the "decongestion of Manila" programme, many Manila institutions have established branches in other regions. This has given those in rural areas an opportunity to enrol in teacher education classes.

Only three of the 48 Government colleges and universities are teachers' colleges or normal colleges that offer teacher training only. Until the early 1970s there were eight public normal schools in different regions of the country, but because their curricula have expanded, only one of them, the Philippine Normal College, has remained exclusively a teachers' college. The others have been chartered as state colleges or universities and are presently offering teacher education along with liberal arts, agriculture and even medicine. The attraction of these other courses may have caused the slump in enrolment in teacher education in the early 1970s. The private colleges and universities offer teacher education courses in both elementary and secondary levels.

In a recent study of 117 teacher training institutions in the 13 educational regions, it was shown that there was an enrolment slump from 1975 to 1979 and a peak in enrolment in 1980 and 1981. The results of this study are shown in Figure 4 below.

Figure 4. Enrolment trends in teacher training institutions, 1976-1981



Enrolment increase as shown in this graph may have been due to Government incentives like salary increases, living allowances and allowances for supplies and materials.

Other factors may have been the introduction of the Master Teacher Plan, which allows horizontal upgrading of salaries for competent primary teachers who may be promoted to Master Teacher I, II, III, IV or V, and the Merit Increase Programme, which rewards teachers for exemplary performance, cost-effective innovations, or graduate coursework without benefit of a Government scholarship.

During this period many new teachers were hired all over the country. Schools in the remote areas do not suffer from a lack of teachers because in the depressed, disadvantaged and underserved areas there are special incentives like the "hazard allowance" for teachers.

There are no data available for those schools that have combination classes (two grades taught by one teacher) or for one-teacher schools. However, in a study of Government primary schools it has been found that 5.7 per cent of the 214,329 classes are multigrade, where a teacher teaches three grades in one class. (See Table 9). These schools exist in the rural or remote areas where there are few pupils enrolled in each grade. With more and more roads being built in many communities, it is possible that this situation is changing in all but the most remote areas. There are 1,800 school districts in the Philippines, and one or two classes in each district are combination or multigrade classes, according to verbal reports of some assistant superintendents.

The National Research and Development Centre for Teacher Education made a study of teacher demand in 88 sample school divisions of the 13 regions for 1980 and 1981. The study took into account attrition due to retirement, death, and resignation, natural increase due to higher enrolment based on the ideal pupil-teacher ratio. The results showed that of the 1,015 teachers who left the service in 1980, 22.76 per cent resigned, and of the 1,699 who left in 1981, 11.65 per cent died, 52.62 per cent retired and 35.73 per cent resigned. The increase in those who resigned is perhaps due to transfers to other jobs or to self-employment.

Of the 88 division superintendents interviewed, 17 per cent reported enough applicants for 1981, 54.5 per cent reported more

than enough and 8 per cent said there were not enough applicants. The last 8 per cent headed divisions in typhoon-prone areas or areas where transportation and communication are difficult. It is possible that there are variations in the number of teachers needed among divisions within regions, districts within divisions, or even schools within districts. There are divisions that include large cities where there are more than enough teacher applicants due to opportunities for after-school employment. On the other hand, in schools on isolated islands the attraction is much lower due to inconveniences prospective teachers would experience. Analysis of the supply and demand curves in the study mentioned shows that there seems to be an adequate supply of teachers for primary classes.

Teachers for special groups. In the Ministry's Bureau of Elementary Education there is a Special Education Division (SPED) that provides training for primary school teachers in the diagnosis, assessment and referral of gifted, handicapped and learning disabled children. The demand for these SPED teachers is quite high. A May 1983 survey of 25 per cent of the country's school districts indicated that there may be as many as 91,363 exceptional children in the Philippines. If the national average class size of 25 pupils per class is applied, there should be 3,654 SPED teachers trained. In one region, however, there are only 94 SPED teachers for 10,385 exceptional children. Records of the Special Education Division show a high attrition rate for teachers: only 64 per cent of the SPED teachers trained have remained in the programme. To meet the critical demand for special education teachers, SPED has offered short-term, non-degree courses during summers and other teacher holidays, but there is still a need for more of these teachers.

To help teachers and administrators cope with the challenge of mainstreaming, or integration in regular classes, of special education students, the Ministry has provided funds for special training. Some 1,200 staff members have undertaken this training.

Programmes for the 120 ethnolinguistic groups or cultural minorities in the Philippines are handled by the Presidential Assistant for National Minorities (PANAMIN). Since literacy is the most important factor in teaching of the minorities, the Ministry arranges language training for teachers through the Summer Institute of Linguistics. During the summer, the Baguio Vacation Normal School offers scholarships for teachers of literacy to cultural minority

groups. The teachers sign a contract to go back to their own villages to teach or co-ordinate a group of teachers. In this Programme for Functional Literacy Teachers, teachers can earn a Master of Arts in Education with a specialization in functional literacy. They are taught unique teaching methods adopted by literacy workers in specific communities. For example, in Saranggani-Bilaan community members are trained as literacy teachers; in Central Mindanao's Vernacular Component, native children who shy away from the public schools because of their inability to understand English or Pilipino are taught one half hour each day in the vernacular by lay teachers; and among the Kankanai of Northern Luzon, literacy teachers encourage the community to tell folktales, riddles and jokes to be written in their language and then distributed to encourage reading and writing.

Male-female ratios among teachers. In the Philippines most primary-level teachers are female. The ratio of women to men teachers ranges from 5:1 to 13:1. One school in Manila has 100 female and 5 male teachers. The majority of men teachers originally assigned to the primary level have been promoted to principals or supervisors or have sought employment elsewhere, and since 1978 enrolment of men in teacher training institutions has fallen drastically. Many people complain about the possible effect on pupils of fewer male teachers at the primary level, and the possibility of recruiting more male teachers is being studied so that vocational and pre-military training and physical education may be expanded.

School supervision

The role of the district supervisor is both administrative and supervisory. Among his duties are – supervision of pre-schools and elementary schools, evaluation of educational achievement and co-ordination of the school programme with the functions of other agencies in the promotion of socio-economic projects. He leads in community development projects for both social and economic purposes, is the chairman of the local school board and participates in civic and even religious activities. In his role as facilitator for both community activities and national development projects, the district supervisor contributes to making primary education available to disadvantaged sectors and ensuring community involvement in education.

To make the district supervisors more effective in this dual role, a special training programme has been conducted since 1976 and 870 district supervisors have been trained. The programme includes such topics as community development, educational leadership, human resource management, non-formal education and rural-urban dynamics. Trainees also visit rural communities. At the end of the course, the supervisors make plans for the improvement of their own districts and these plans are monitored and evaluated after the training. Besides the programme described above, there have been many other seminars and workshops to make the district supervisors better administrators and supervisors. Teachers who will later be promoted to supervisors take courses at the pre-service level in administration and supervision.

Subject supervisors are also concerned with students' learning disabilities and must adopt remedial teaching programmes in their subject areas. Health supervisors in deprived areas interpret health and hygiene programmes to students and community members.

Primary education for special population groups

Cultural minorities. The ethnolinguistic minorities in the Philippines comprise about 5.9 million people, or 12 per cent of the population. In 1967 PANAMIN, the Presidential Assistant on National Minorities, was established to facilitate the integration of ethnic groups wishing to be assimilated into Philippine society and to protect the rights of those wishing to preserve their own lifestyles. Education is one of the components of PANAMIN's broad community development programmes, and primary and secondary schools for minorities have been built and upgraded to improve their access to education.

Economically disadvantaged children. Disparities in the allocation of educational resources to the rural poor and those in developed areas have been noted in the past, and national policy now aims to reduce this disparity by providing free education to all school children in the primary age-group. Among children in the urban slums, the same policy of free compulsory primary education is followed. However, the main problem in the urban areas is congestion. Primary classes tend to be so large that classes are held in two shifts, morning and afternoon. This results in the full utilization of school facilities. Another measure to solve this problem is the relocation of

squatters. Homes and schools are provided in each relocation area. In one of these areas a new instructional system called IMPACT enables an instructional supervisor to teach from 100 to 240 students in a class. Learning modules are used and pupils must report to the learning centre to take examinations before they are given the next lesson. This is one version of distance education, since the learners learn in their homes with the help of their parents or older siblings acting as tutors. The method is being tried in other parts of the country and in larger schools because it results in lower costs at standard quality of mass education.

Many agencies attend to the needs of economically deprived children. The Ministries of National Defence, Social Services and Development, Health, Local Government and Community Development, plus a host of non-government agencies, carry out programmes in literacy, health and sanitation, skills training, elementary agriculture and home improvement. These programmes help improve the quality of life in the rural areas and thereby improve the lives of children and their opportunity to receive a full education.

Exceptional children. The Philippine National School for the Blind and the National School for the Deaf in Manila were established as early as 1907 to provide special education and free lodging to handicapped children. Since then, special education programmes have expanded to serve children who are gifted, mentally retarded, visually impaired, hearing impaired and physically handicapped, and who have speech defects or learning disabilities. A nationwide survey of school-age exceptional children conducted from 1979 to 1982 revealed that among 907,094 students in 1,024 schools, 108,814 required special education services. These children fell into the following categories:

gifted	39,740
mentally retarded	49,607
children with behaviour problems	1,988
visually impaired	1,181
hearing impaired	4,574
children with speech defects	5,063
orthopaedically handicapped	2,063
children with special health problems	4,598
Total	108,814

Many of these children are still not receiving appropriate special education because of inadequate resources or funding.

Within the Bureau of Elementary Education there is a Special Education Division (SPED) that is responsible for the education of exceptional children. Twenty-three SPED centres have been established in various regions. There are also private special child study centres that undertake programmes for disabled children. UNICEF, the Philippine Foundation for the Rehabilitation of the Disabled, the Philippine Pediatric Society, the Nutrition Centre of the Philippines and the National Commission Concerning Disabled Persons are some of the national and international organizations that contribute to the care of these children. Table 11 lists the numbers of institutions of special education in the Philippines.

Table 11. Special education institutions

Type of Institution	*1981 or Year*	*1980*	*1975*	*1970*
Total primary schools	31,729	31,455	30,983	23,804
Schools for the physically handicapped –				
(a) Hearing impaired	7	7	5	2
(b) Visually impaired	3	3	3	1
(c) Orthopaedically handicapped	4	4	2	1
Schools for the mentally retarded	14	14	14	2
Schools for the mentally gifted	5	5	5	4
Schools for children with behavioural problems (includes schools that rehabilitate drug addicts and wayward youth, residences for girls and juvenile homes)	11	10	7	6
Special Education Centers (under the SPED Programme)	22	22	Unavailable	Unavailable

Special children are either segregated in special residential or day schools, or partially integrated in special classes for academic subjects but regular classes for non-academic subjects, or fully integrated in regular classes. The last option, mainstreaming, is the main goal of special education in the Philippines. There are also cases of "reverse integration", in which non-handicapped children are invited to special education classes or SPED centres.

The educational situation of the gifted and handicapped in the Philippines is more encouraging than it was a decade ago. The declaration of the International Year of the Child in 1980, the International Year of the Disabled in 1981, and President Marcos' proclamations of the Decade of the Filipino Child in 1976 and the Decade of Disabled Persons in 1981 have all been powerful springboards for the launching of special education programmes. During the 1982-1983 school year special students attended 47 special schools, 23 SPED centres and 1,602 regular elementary and secondary classes.

There are, however, several problems to be solved before all exceptional children can be given an adequate and appropriate primary education. There is a lack of information dissemination about the behavioural characteristics of handicapped children, a lack of inexpensive detection methods, a lack of adequate training of parents and teachers in identifying the handicapped and a lack of enforcement of the compulsory registration of exceptional children to allow for early intervention. Only 2 per cent of these children are currently receiving special education, but efforts are being made in many areas to improve this situation.

Non-formal education

The problem of non-enrolment of children who have access to primary education is not as serious in the Philippines as it is in some countries. Of the total age-group population of 7,501,554 in 1981, 96 per cent were enrolled in elementary school. The remaining children who do not or cannot go to school regularly are served by Government literacy and non-formal education programmes.

The Office of Non-formal Education (ONFE) implements a literacy programme for out-of-school youth and illiterate adults and offers vocational training for young school leavers who are entering the labour market without marketable skills. In 1982, enrollees in

NFE classes numbered 78,005, but there is no record of what percentage of these belong to the primary age-group.

The Distance Learning Delivery System enables primary school-age children who must earn money, to study through modules and continue to work. The Philippine Educational Placement Programme tests drop-outs to determine at what level they can re-enter the school system, and gives them credit for knowledge obtained through work and life outside school. Since 1978, 108,142 students have been tested in this programme and 47.18 per cent have moved into higher grades than the ones they left.

Chapter Three

NATIONAL POLICY AND PLANS FOR UNIVERSAL PRIMARY EDUCATION

The importance of an enlightened citizentry was recognized early by the colonizers of the Philippines, who tried to provide Filipino children with at least a minimum level of basic education. Royal decrees from Spain supported education and made school attendance compulsory. The Educational Reform of 1863 provided for free tuition for the poor in a public school system.

These significant beginnings were followed by more recent policies and plans to ensure the universalization of primary education in the country. Universalization means not only providing access to and equalization of educational opportunities for all children of school age, but also ensuring the highest possible quality of that education.

Plans to upgrade primary education.

National Plan of Action for Education for the Decade of the Filipino Child. In 1978 the Ministry of Education, Culture and Sports formulated a child development plan for the Decade of the Filipino Child, which will last from 1978 to 1987. This Plan of Action stipulates that no child of school-age shall be deprived of basic education, that nutrition and school feeding programmes will be expanded, that local governments and school boards will provide pre-school education after other priorities have been met, and that such moral values as self-reliance, integrity, industry, social responsibility and discipline should be developed in young people. This Plan has provided direction for primary education throughout the country. It will improve access to basic social services for children in both urban and rural areas.

Survey of Outcomes of Elementary Education (SOUTELE). This was the country's maiden attempt at a systems analysis of primary education and, specifically, the achievement level of primary graduates in both public and private schools. SOUTELE painted a dismal picture of primary education in the country. It revealed that children around the country were generally deficient in basic skills,

and that those in depressed, disadvantaged and underserved areas manifested poorer achievement than those in developed areas. It also revealed disparities not only in achievement but in educational resources between and within regions. This was the foundation for all projects aimed at the universalization of primary education.

Experimental Elementary Programme (EEEP). Picking up cues from SOUTELE, the Experimental Elementary Education Programme studied the relative effectiveness of an elementary curriculum with fewer subjects addressed particularly to the mastery of basic skills. It was tried out for two years and its results provided valuable insights for developing the New Elementary School Curriculum in 1983.

Programme for Comprehensive Elementary Education Development (PROCEED). This is the first attempt at developing a long-range plan to upgrade basic education and it is based on the findings of SOUTELE and the EEEP. PROCEED is a 10-year programme intended to develop eight major components of primary education, namely values, curriculum, teacher education, instructional materials, school facilities, management and planning, finance and budgeting, school-based health care and pre-school education.

Programme for Decentralized Educational Development (PRODED). The four-year (1982-1985) elementary education development programme known as PRODED is part of PROCEED and is the country's main strategy for universalizing primary education. A $100 million World Bank loan and corresponding matching funds from the government support the implementation of the programme.

PRODED aims to reduce disparities in elementary education among and within regions and raise the overall quality and efficiency of elementary education. During the next five to ten years, all efforts in elementary education will be geared towards the effective implementation of PROCEED and PRODED. Main priorities are summarized below.

1. *Increasing participation and survival rates.* Efforts shall be addressed to getting all children of school age enrolled in school and ensuring that they stay in school until they complete grade VI or VII. Disadvantaged groups shall merit special attention.

2. *Raising achievement levels.* There shall be a systematic monitoring and evaluation of learning progress which will mean the establishment of an evaluation system at all levels and training in test development. In the Bureau of Elementary Education, a Project for the Preparation of Elementary Evaluation Measures is being implemented. In the Accelerated Learning Programme for Elementary Schools, high-achieving children can be promoted before the end of the school year.

3. *Values development.* The thrust of the New Elementary School Curriculum is the development of humanism and Filipinism, which may be defined as a sense of identity with the community and nation and a desire to contribute to national well-being.

4. *Staff development.* Efforts will be made to institutionalize continuing teacher in-service education so that after PRODED is finished an effective system will be able to maintain itself. One very important feature of the staff development component of PRODED is its Educational Reorientation Programme (ERP). ERP aims to train teachers and administrators in management skills and commitment to national goals. Approximately 517 field managers and 320 training managers will be responsible for the design and implementation of all PRODED training and development activities.

5. *Upgrading physical facilities.* School buildings should be greatly improved as a result of the civil works and physical facilities components of PRODED. However, local efforts will be necessary to supplement what PRODED can provide.

6. *Developing of supplementary learning materials.* Materials geared to the unique needs of children in specific geographical areas will be prepared locally in curriculum-writing workshops.

7. *Expanding the special education system.* Schools are expected to develop special education programmes if they have none, and to expand their existing programmes. The Government takes the position that if gifted children are not provided with appropriate and adequate education, they will soon become disadvantaged.

8. *Improving school management.* School management and the professional development of principals will receive more attention. It is imperative that sub-national officials closely monitor and supervise the elementary schools to assure that they are operating in accordance with PRODED objectives.

9. *Returning to the basics.* Since 1979 the Ministry of Education, Culture and Sports has concentrated on improving the teaching of basic skills. Schools have been encouraged to emphasize skills in language and mathematics so that primary school pupils will be better equipped for learning at higher levels. This "return to the basics" should improve achievement levels and prevent children from dropping out of school and repeating grades due to inadequate mastery of basic skills.

10. *Improving health and nutrition programmes.* Health and nutrition education is being intensified to better serve schools and the immediate community. Well-equipped school clinics will be set up to service schools with poor access to health facilities. The School Health and Nutrition Centre of the Ministry will also train all elementary teachers as health guardians in support of primary health care. Because of a shortage of health personnel in the remote areas, health auxiliaries will be trained in two- to three-month intensive courses.

11. *Approaching regional equity.* PRODED is attempting to redress educational disparities between and within different regions. In the allocation of services and resources, depressed, disadvantaged and underserved areas will be favoured in order to bring them up to the national standards for participation and survival, achievement, teacher-pupil ratio, literacy, physical facilities and human and material resources. To meet the divergent needs among and within regions, alternative educational programmes and delivery systems will continue to be implemented.

In the formal system, throughout the regions, staff training, and allocation of school resources, school supervision, evaluation, and promotion of students will be improved. The non-formal system will be further strengthened through setting skills standards and providing guidance and counselling for out-of-school youths. There will be greater co-ordination of policies, programmes and projects among the various agencies concerned with non-formal education in each region.

Regional priorities for teacher training are being established based on regional capacities and needs. To ensure the continued service of qualified teachers, incentives such as higher compensation and better certification and testing schemes are being tried. The

present teacher education curriculum and methods are being examined to ensure that graduates will fit the requirements of the teaching service.

These and other efforts to provide primary education to the greatest possible number of children in the Philippines are described in more detail in the following sections of this chapter.

Providing education to disadvantaged groups

Girls. Unlike other developing countries, the Philippines does not face a problem in the education of girls. Filipino parents would generally like both their sons and daughters to be educated. Girls and boys have virtually equal access to educational opportunities. Statistics show that for the school year 1980-1981 there were 3,864,930 female school entrants (48.73 per cent) and 4,066,234 male entrants (51.27 per cent.) This is a difference of only 2.54 per cent in favour of boys. It is interesting to note that in government primary schools there is a higher drop-out rate among boys (4.19 per cent) than among girls (2.97 per cent). The reason could be that more boys than girls leave school to join the labour force.

Rural children. Educational needs in rural areas are met by providing an elementary school for almost all of the 40,786 *barangays* (villages) in the country. Primary schools (grades I-IV) are established in settlements smaller than the *barangays*.

The Learning Centre on Wheels Project is designed for deprived children at the pre-school level. Mobile learning centres provided with audio-visual aids and other instructional materials visit sites with 50 pre-school children (25 per session) for six hours a week. This project was first tried in two deprived and underserved urban areas in Metro Manila and should be successful in reaching pre-school children in deprived rural areas.

Special Education Centres are being established to serve gifted and handicapped children in the rural areas. To date there are 22 such centres in the country.

A Supplementary Feeding Programme project aims to help overcome nutritional deficiencies among school children by providing supplements to the home diet and fostering proper health and eating habits. Supplementary feeding is given in the form of snacks,

lunch supplements and hot lunches prepared from foreign food donations, indigenous foods or a combination of both.

During the 1982-1983 school year, 7,912 schools and 1,577,012 beneficiaries in mainly rural areas received foreign food donations. Cooperative for American Relief Everywhere (CARE) provided for 4,433 schools or 880,518 beneficiaries, Catholic Relief Services (CRS) donated food to 257 schools or 150,000 beneficiaries and the World Food Programme (WFP) supplied 3,222 schools or 546,494 beneficiaries. Indigenous food for a total of 2,672,164 beneficiaries was supplied by the Applied Nutrition Project of the Ministry of Education, Culture and Sports.

The Rural Uplift Movement pools the resources of school, church and community for effective community development. The movement's philosophy is to give people problem-solving skills for self-reliance.

Children in remote and isolated areas. In order to provide education to learners in remote and isolated areas where resources are inadequate, multi-grade and combination classes are organized. Multi-grade classes consist of three or more grades in a class under one teacher, while combination classes are made up of two grades with one teacher.

Project Paglingap or Caring for Others is addressed to children of school age in depressed areas who lack access to schools because of the distance of the schools from their homes, the lack of transportation or inadequate facilities in existing schools. This situation is further aggravated by adverse geographical and weather conditions and also by poor health due to malnutrition and the lack of medical services.

Project Paglingap provides education in home economics, agriculture, fisheries, industrial arts, sports, health and nutrition, and community life so that children will appreciate the efforts of the government in promoting the people's welfare. The pilot schools of the project have living quarters for the pupils and teachers. Supervised dormitory living is a part of the pupils' education. Children produce nutritious food for dormitory consumption by raising vegetables, poultry, pigs and fish, though food may be provided by the parents or other sources when necessary. Basic health services are provided by para-professionals trained by professional health

personnel. The school is viewed as a self-contained mini-community where parents may volunteer in providing guidance to pupils. Paglingap schools have been proposed for every school division and for the educable handicapped in selected urban centres.

Cultural minorities. National education funds have been extended to carry on various projects for the benefit of the cultural minorities. Elementary schools have been established in settlement projects and from 1972 to 1980 more than 5,000 children were enrolled in 450 schools run by 300 teachers in such areas. A total of 45,000 volumes of books and curricular materials were supplied.

In remote and scattered villages, teaching is done by missionaries or private citizens and by tribesmen themselves, and education in these areas is unstructured. Training in weaving, ceramics, shell craft and others is provided by both public and private agencies.

The Mobile Tent School Programme is attempting to set up a non-graded school system for nomadic groups like the Dumagats in Region II. This alternative system will try to respond to their socio-economic needs and their cultural values.

Children in the Muslim provinces of Mindanao and Sulu attend the *madrasah*, an Arabic word meaning school for which the plural is *madaris*. The *madrasah* is an Islamic educational institution for Arabic and Islamic studies. *Madaris* offer education at the elementary and secondary levels. Not all *madaris* provide complete courses from kindergarten through secondary school. A *madrasah* may offer only one or two years of primary or secondary education. Most of the 1,000 *madaris* in Region XII concentrate on teaching students in the lower grades. Instruction ranges from simple reading of the Koran to a full primary education. Curriculum methods of teaching and textbooks are substantially the same as those in the Middle East from where they were imported. Nearly all the *madaris* schedule their classes during weekends so that students from public schools are free to study there.

The total number of students enrolled in these *madaris* in 1983 was 131,979. There are plans for *madrasah* classes in Regions IX, XI and XII to be integrated into the formal system to hasten the assimilation of Muslim communities in the mainstream of society. For this purpose, an Inter-Agency Task Force and a Ministry Muslim Education Task Force have developed an accreditation scheme which

will be implemented when funds are available. This will also make it possible to include these students in the national primary school enrolment figures.

The Special Action for Literacy Advancement of Muslims (SALAM) Project was started in 1973 to train functionally literate Muslim adults and out-of-school youths in Mindanao and Sulu so that they can take an active part in promoting the national goals of the country. Special learning materials were prepared to suit the needs and interests of Muslim children and youth and Arabic was taught by Muslim teachers.

Exceptional children. The Special Education Division of the Bureau of Elementary Education will begin a project in school year 1983-84 to increase the participation and survival rate of handicapped children with the help of the people in the community. The Barangay-Bound SPED Service Delivery System will provide education to the handicapped children who live far from existing special education programmes, who are refused admission due to their handicaps who because of poverty are forced to stay at home.

A publication called "Policies and Guidelines in Special Education for the Philippines" is in the final stages of preparation. The implementation of these policies and guidelines will be the subject of discussion and planning in regional and divisional seminars and training programmes. A "Handbook on Special Education" developed in a workshop funded by Unesco in 1981 is ready for printing. Designed as a guide for special education teachers, administrators and other related staff, it contains sections on causes of handicaps, special education management, curriculum development, teaching strategies, guidance and programme evaluation.

The Philippine Printing House for the Blind, which produces braille books and other materials for blind elementary and secondary students, will increase its output with the addition of three braille stereotype machines in 1983.

Intensive monitoring and supervision of SPED field programmes is being carried out by special education supervisors and co-ordinators at the national, regional and division levels. There are 95 administrators and supervisors who have received training in organization, administration and supervision of special education under a MECS–supported scholarship programme.

Reducing wastage

Attempts are being made to reduce educational wastage, particularly at the primary level. High drop-out rates have usually been attributed to factors like poverty, poor health and distance from school. Seldom is the classroom mentioned. A team from the University of the Philippines is currently investigating classroom instruction to see what factors may discourage children from remaining in school. The research is being carried out in the four regions with the highest drop-out rates, with assistance from UNICEF. Other projects to reduce repetition and drop-out rates are described below.

Project Stay and Balik-Aral. This is a project to retrieve school leavers and keep potential drop-outs in school until they finish grade VI. It is being tried out in 32 schools in four divisions of Regions VII and XII before being attempted nationwide. Feedback gathered from school officials and parents reveal that the use of self-learning kits has lowered the drop-out rate and improved the academic performance of pupils who were absent from class because they had to help their parents at home or in the fields.

Impact. This an acronym for Instructional Management by Parents, Community and Teachers, a system that hopes to deliver mass primary education to the in-school or out-of-school children, adolescents, and even adults. In this system, 180 pupils are placed under the instructional management of one teacher who is aided by para-professional tutors. Ultimately all learning could occur out of school with self-instructional modules, and children should be able to seek tutorial aid from parents, skilled persons in the community or high school students.

In-School, Off-School Approach. This scheme advocates the placement of 80 pupils under one teacher who may be helped by other resource people in the community. The class of 80 is split into two groups, each reporting to school alternately for one week. Self-learning kits are provided for off-school work, while in-school work is conducted in such a way that pupils' skills for independent study are strengthened.

Self-Learning During Absence From Class (SLAC). This is another project to raise the survival and participation rates in the primary schools. Funded by Unesco, Bangkok, the scheme is scheduled for implementation in 1983-1984 in the Bicol region. The

implementors of the project will determine whether the academic performance of the children under this scheme compares favourably with that of children in the regular classes and whether it will help prevent drop-outs. The SLAC project gives the child assurance that he is welcome to return to class even after a long absence. It hopes to develop his sense of responsibility by encouraging him to study by himself a set of prepared modules covering the lessons that will have been covered in class during his absence.

Attendance policy. A MECS order entitled "Revised Policies in Pupil Attendance" encourages schools to retrieve potential drop-outs by adopting formal and non-formal education alternatives. It recommends that children who are frequently absent be allowed to catch up with their classmates through self-instructional modules.

Improving the supply of teachers

During the past decade, teaching as a career became less attractive than many other professions and vocations. Many teachers transferred to other jobs or moved to other countries. Fewer students were enrolling in teacher education and many of those who enrolled scored low marks in the National College Entrance Examination. This has adversely affected the supply of teachers, especially in the depressed, disadvantaged and underserved sectors where quality teachers are most needed. To arrest and correct this trend, the National Government has formulated plans to improve the supply and training of teachers.

To encourage more secondary school graduates to enter the teaching profession, loan assistance is given to qualified graduates who enroll in teacher education. To attract more men to enter the teaching profession, incentives such as scholarships and exemption from the usual entrance examination are offered to male applicants. In order to ensure that only quality secondary school graduates enroll in teacher training colleges, the cut-off score for those intending to take up other college courses has been raised. In 1982, the cut-off score for those enrolling in education was 50 per cent and for those enrolling in other courses only 40 per cent. Starting in school year 1983-1984, freshmen students in teacher education will come only from the upper 50 percentile of those taking the National College Entrance Examination.

In order to improve the performance of teachers, the pre- and in-service education programmes of the Ministry are being strengthened. A new teacher education curriculum provides for two general degrees; the Bachelor of Elementary Education and the Bachelor of Secondary Education. The new teacher education curriculum provides for the mastery of the basic primary subjects, includes new courses such as social philosophy promote desirable Filipino values, integrates theory and practice, provides for more field-based experiences and emphasizes the mastery of targeted competencies. In line with this new teacher education curriculum, the faculties of teacher training institutions are being upgraded.

Changing trends and practices in primary education require the continuing training and development of teachers. A number of in-service training programmes are held every year at the national, regional, division, district and school levels.

A Home Study for Teachers programme offers courses leading to a Master of Arts degree for the 60 per cent of the public primary school teachers who are assigned to rural areas and cannot attend regular college courses. This programme is home-based and self-directed, and uses a variety of educational media.

The Educational Reorientation Programme of PRODED includes formal and non-formal training of all teachers and school officials in the country. In this system, a Trainers Development Programme trains selected master teachers and school administrators to become trainers themselves. It is hoped that at the end of the programme the trained primary school teachers and school officials will be able to permanently serve all staff development needs.

Upgrading instructional materials

Efforts are being made to raise the quality of textbooks and instructional materials in the elementary schools. A projected change to improve materials development is the expansion of the present Textbook Board into an Instructional Materials Development Corporation to distribute materials, and an Instructional Materials Council to set standards for textbook adoption. However, no budgetary provision has been made for this expansion. In any case, the present ratio of at least one textbook per subject for every two pupils will be maintained or improved in the next few years.

Providing adequate school facilities

One of the biggest problems confronting our educational system is the perennial shortage of classrooms to house the growing enrolment in primary schools. In some areas, 50 to 55 pupils rather than the standard 40 occupy one classroom. Private buildings are being rented and this exacts a big expenditure from the MECS. Substandard classrooms naturally affect the achievement of school children.

In response to this need, the Government has launched a National School Building Programme. The Ministry of Human Settlements in collaboration with the Ministries of Education and Public Works also began the Bagong Lipunan School Building Project in early 1980 to meet a shortage of school buildings that is exacerbated by destructive annual typhoons. The Project has introduced prototypes of typhoon-resistant elementary school buildings.

Institutional mechanisms to support UPE

Planning. The Office of Planning Service of the Ministry has collected data on the educational needs of the various regions. Regional planning units prepare plans based on data from sub-regional levels, which is in turn based on information from planning units at the division and district levels. In this way the needs of even the remotest schools in the country will be addressed. Policy makers for primary education at the national level consult representatives of all sectors of the community, including educators, farmers, labourers, housewives and students.

Implementation. There are some micro-level institutions and personnel that deal with educational needs at the sub-regional levels, especially in depressed communities. Decentralized Learning Resource Centres (DLRCs) have been established in clusters of depressed, disadvantaged and underserved schools that may comprise a district or several districts. The Centres provide in-service training for teachers in the implementation of curriculum, develop indigenous instructional materials, functional literacy and occupational skills for out-of-school youths. At present, there are 830 DLRCs in the country.

Evaluation. To provide periodic feedback on the progress of the democratization of educational opportunities, evaluation teams

have been organized at the national, regional and sub-regional levels. At the national level, such teams include the Monitoring, Supervisory and Assistance Team of the Bureau of Elementary Education and the Supervision, Monitoring and Evaluation Unit of the Project Technical Staff of PRODED. Regional Planning and Management Teams closely monitor and supervise the implementation of projects in the regions.

A national testing project under the Bureau of Elementary Education, the Preparation of Elementary Education Measures, provides instruments to assess pupil progress in the new elementary curriculum focusing on basic skills. Regional Assessment Committees have also been organized to regularly monitor pupils' achievement.

In order to develop a corps of well-trained educational evaluators in the country, PRODED conducted a course called on "Evaluation of Learning Outcomes in Elementary Education" for senior MECS officials from all the regions. These officials are expected to train classroom teachers and supervisors in the evaluation of elementary learning outcomes. Afterwards, evaluation centres will be established at the regional and sub-regional levels.

Staff development

In order to meet the training needs of all school personnel involved in providing universal primary education, a number of training programmes have been instituted. Supervisory Training and Effective Administrative Management is addressed to the chiefs of all institutions in the government, including the Ministry. The School Executives Development Programme aims to develop the leadership and management abilities of school superintendents, assistant superintendents, and central and regional department heads. The course is sponsored jointly by the Civil Service Commission and the Ministry, through the Civil Service Academy. The Development Programme for School District Supervisors is also jointly sponsored by the Civil Service Commission and the Ministry, and is designed to train school district supervisors in national development goals, educational leadership and human resource development. This course is conducted for four weeks at the Teachers' Camp in Baguio City. The PRODED Educational Reorientation Programme is a massive training programme for all teachers and school officials in the Ministry. Scholarships for study abroad are available through this programme for educational managers and teachers of science, mathematics and

language. Other Ministry training and development programmes are conducted at the national, regional, division, district and school levels.

Target dates for UPE

A target date and yearly progress rates have been set for the universalization of primary education under the Decade of the Filipino Child National Plan and PRODED. These are summarized below.

The 1981-1982 *enrolment* of 8.7 million is expected to reach 10.04 million by 1987, an annual average increase of 2.90 per cent.

The 90.66 per cent *attendance rate* in 1981 is expected to reach 92.41 per cent by 1987, or an increase of .35 per cent within five years.

The *drop-out rate* of 3.63 per cent in 1981 will be reduced by .18 per cent annually to 2.73 per cent by the end of 1987.

Out of the 1.7 million children enrolled in grade I in 1981-82, 78.13 per cent are expected to have remained in school until 1987, an estimated increase of 8.25 per cent over the 69.88 per cent *survival rate in 1981.*

The number of *primary graduates* is expected to grow by .188 million over the .978 million in 1981 to a projected number of 1.16 million.

The 31:1 *pupil-teacher* ratio in 1981 is expected to reach 34:1 by the end of the Plan period.

The *retention rate* of 90.95 per cent in 1981 is expected to increase by 5 per cent by the end of the Plan period to an estimated 95 per cent.

The national benchmark of 42.89 per cent in pupil's *achievement* is targeted to improve annually by 2 per cent.

Language and UPE

The special linguistic features of the Philippines are important in planning for the universalization of primary education. In the early 1950s English was the medium of instruction in the primary

schools. Children were exposed to this foreign language for five hours each school day and used their native language at home. There was no out-of-school application of the English learned. Since a number of children dropped out of school even before they reached grade IV, they reverted to illiteracy.

Sensing the gravity of the situation, some educators recommended the use of the native language in the first two grades. They believed that learning of content in the primary grades could be made more effective with the use of the vernacular, and that as long as a foreign language was the principal medium of instruction, Philippine culture would remain second-rate.

The Revised Philippine Educational Programme adopted the policy of using the native language as the medium of instruction in grades I and II in all public and private schools. Pilipino was introduced as a subject beginning in grades I and II. In grades III and IV English was the medium of instruction and the vernacular was the auxiliary language. Pilipino was used as the auxiliary language in the intermediate grades.

This practice was continued until the 1970s, when through the efforts of the then Pilipino Section of the Elementary Education Division of the Bureau of Public Schools, teachers were encouraged to use Pilipino as the medium of instruction for grades I and II. This situation arose because there were many native languages and dialects that required different sets of instructional materials, but textbooks and teachers' guides were prepared only for the eight major languages. A common national language had to be found. No language in the Philippines is the mother tongue of more than one quarter of the population.

Through the efforts of the Pilipino section and with the cooperation of the Pambansang Samahan ng mga Tagapagtaguyod ng Pilipino, the regions were encouraged to use Pilipino as the medium of instruction up to grade IV. This was already the practice in many divisions when the Bilingual Policy for Education was adopted in 1974. This policy provides for the use of English and Pilipino as media of instruction for specific subjects. English is used in the teaching of elementary science, math and English, and all other subjects are taught in Pilipino. Provisions for the use of Arabic in the Muslim areas and the vernacular as an auxiliary medium of instruction give more opportunities for children to attain basic education.

The Institute of National Language has assisted in the promotion of effective primary education through its efforts to develop and propagate Pilipino as the national language. Attempts are being made to enrich the Tagalog-based Pilipino by including words and expressions from other dialects.

The Summer Institute of Linguistics is an international organization that studies the languages of cultural minorities in remote areas, particularly those without written languages. Its mission is to put languages in written form and teach their speakers to read and write. The minorities are made to understand that their cultures and languages are of real significance and should be preserved in this fast-changing world. Through these efforts, the educational needs of minority children should be adequately met.

All of the plans and policies mentioned in this chapter have arisen from the need to expand educational access and quality during this century. The last chapter will discuss the outlook for reaching the goal of universal primary education by 2000.

Chapter Four

PROSPECTS FOR THE UNIVERSALIZATION OF PRIMARY EDUCATION

In the implementation of programmes for universalizing primary education in the Philippines, three problems have persistently challenged policy-makers. These are lack of accommodation, inadequate human and material resources and low quality of outcomes. Their resolution requires innovative plans and commitment from all educational sectors.

PRODED, which was described earlier, introduced projects, activities and studies that decentralized the administration and organization of primary education. This has strengthened planning and management at regional and sub-regional levels and made elementary education more responsive to local needs. At the national level, implementation of PRODED involved data gathering and cost analysts. The Office of Planning Service and the financial management system had to be reinforced by new skilled manpower such as systems analysts, economists and demographers, and this staff upgrading has improved the administrative capacity of the Ministry. Staff at all levels have gained valuable insights into the importance of universal primary education and valuable experience in its implementation.

The public school system faces two major problems in finding enough new teachers and retaining those already in the service. There is a shortage of qualified teachers in many regions. Mechanisms like the Decentralized Learning Resource Centres and Learning Action Cells have helped teachers for from Manila work out appropriate activities more independently. Better incentives for teachers have helped attract more teaching candidates, and enforcement of admittance standards has helped ensure their competence. Teachers have been trained to be aware of local needs and educational alternatives that will make it easier for more children to stay in school.

At the community level, the traditional high value placed on education in the Philippines is a positive factor in facilitating universalization of primary enrolment. Efforts, however, must be

concentrated on keeping children in school and making the curriculum relevant to realistic life choices.

Much effort has gone into building and improving schools in remote and disadvantaged areas, and this will certainly make education available to more children. In planning school locations, rapport has been developed between educational managers and community members, and this has assured community support for school projects. Co-operation is a strong cultural value among Filipinos, and this makes the linkage to the community that is vital to universalizing primary education an easier challenge.

Inadequate funds is a problem common to most education systems that are trying to expand their facilities. This funding problem is being offset by teachers' cooperation in producing low-cost instructional materials.

This lack of funding also affects implementation of the mastery learning project. Though this approach allows the maximum benefit of education in each grade, it requires materials and manpower for evaluation. However, children and teachers are motivated to make extra efforts to master grade-level skills because of such incentives as acceleration. These efforts are contributing to higher achievement levels, one of the goals of universalization of primary education.

Despite such problems as inadequate funding and resources, primary education personnel have accumulated considerable experience in implementing the programmes and schemes described in this report. This experience will provide direction for efforts in the universalization of primary education. Continuing assessment will result in necessary adjustments that may well ensure that this goal is reached by the year 2000.

Appendix : GLOSSARY OF ACRONYMS

BEE	–	Bureau of Elementary Education
BSE	–	Bachelor of Secondary Education
BSEED	–	Bachelor of Elementary Education
BVNS	–	Baguio Vacation Normal School
CARE	–	Co-operative American Relief Everywhere
CET	–	Continuing Education for Teachers
CESDP	–	Career Executive Service Development Programme
CRS	–	Catholic Relief Services
DDU	–	Depressed, Deprived and Underserved
DLRC	–	Decentralized Learning Resource Centre
DPSP	–	Development Programme for School District Supervisors
DPU	–	Division Planning Unit
EDPITAF	–	Educational Development Project Implementing Task Force
ELC	–	Elementary Learning Continuum
EPMP	–	Educational Planning and Management Programme
ERP	–	Educational Reorientation Programme
ESMP	–	Educational Systems Management Programme
HST	–	Home Study for Teachers
IMPACT	–	Instructional Management by Parents, Community and Teachers

INL	–	Institute of National Language
INNOTECH	–	SEAMEO Regional Centre for Educational Innovations and Technology
ISOSA	–	In-School, Off-School Approach
JET	–	Junior Executive Training
KBI	–	Key Behaviour Indicators
LAC	–	Learning Action Cell
MECS	–	Ministry of Education, Culture and Sports
MHS	–	Ministry of Human Settlements
MLC	–	Minimum Learning Competencies
MLGCD	–	Ministry of Local Governments and Community Development
MOB	–	Ministry of the Budget
MPW	–	Ministry of Public Works
MSAT	–	Monitoring, Supervision and Assistance Team
NCEE	–	National College Entrance Examination
NESC	–	New Elementary School Curriculum
NETC	–	National Educational Testing Centre
NFE	–	Non-Formal Education
NRDCTE	–	National Research Development Centre for Teacher Education
NSD	–	National School for the Deaf
PASATAP	–	Pambansang Samahan ng mga Tagapagtaguyod ng Pilipino
PE	–	Physical Education
PEPT	–	Philippine Educational Placement Test
PD	–	Presidential Decree

PNSB	–	Philippine National School for the Blind
PPHB	–	Philippine Printing House for the Blind
PREEM	–	Preparation of Elementary Education Evaluation Measures
PRODED	–	Programme for Decentralized Educational Development
RECSAM	–	Regional Centre for Science and Mathematics
RELC	–	Regional Language Centre
RELC	–	Regional Educational Learning Centre
RPMT	–	Regional Planning Management Team
SALAMA	–	Special Action for Literacy Advancement of Muslims
SIL	–	Summer Institute of Linguistics
SLACK	–	Self-Learning During Absence from Class
SLK	–	Self-Learning Kit
SPED	–	Special Education
STREAM	–	Supervisory Training and Effective Administrative Management
TDP	–	Teacher Development Programme
TFP	–	Teacher Formation Programme
UL	–	University of Life
WFP	–	World Food Programme
YCAP	–	Youth Civic Action Programme

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5. Education and urban development;
6. Educational technology with stress on mass media and low-cost instructional materials;
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